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ABSTRACT

Purposes of these hearings--held Sept. 1-3, 1971, in Washington, D.C.--were (1) to document the disparities between metropolitan and nonmetropolitan schools, (2) to present a picture of what rural education is like at the grass-roots level, and (3) to review some of the programs which have been designed to improve nonurban education. Witnesses included educators and researchers who have studied rural educational problems, public officials who have been involved with educational problems in nonmetropolitan areas and efforts to solve them, and persons who have been intimately involved in the rural education process in specific rural counties. In the document, a transcript of testimony is presented, along with 4 appendices containing correspondence, newspaper articles, and reports related to proceedings of the hearings. (LS)

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EQUAL EDUCATIONAL OPPORTUNITY—1971

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HEARINGS

BEFORE THE

SELECT COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY

OF THE

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

EQUAL EDUCATIONAL OPPORTUNITY

PART 15—EDUCATION IN RURAL AMERICA

WASHINGTON, D.C., SEPTEMBER 1, 2, 3, 1971

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EDUCATION IN RURAL AMERICA

WEDNESDAY, SEPTEMBER 1, 1971

U.S. SENATE
SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY
Washington, D.C.

The Select Committee met at 10 a.m., pursuant to call, in room 1114 of the New Senate Office Building, Senator William B. Spong, presiding.

Staff members present: William C. Smith, staff director and general counsel; Donn Mitchell, professional staff; William Hennigan, minority staff director; and Leonard Strickman, minority counsel.

OPENING STATEMENT OF SENATOR SPONG

Senator SPONG. The hearings will come to order.

Today, 30 percent of our Nation's youth live in nonmetropolitan areas. Approximately 32 percent of all school districts in our country serve fewer than 300 children.

Yet, in our understandable concern over the serious problems facing urban school districts, we have, too often, ignored the problems in our rural areas.

We should not allow this situation to continue. Studies show persistent and significant disparities between metropolitan and nonmetropolitan education. Research has, for example, found that youth in nonmetropolitan areas tend to complete fewer years of schooling than their urban counterparts, that teachers tend to have less preparation, that fewer funds are available for educational purposes.

In our efforts to improve nonmetropolitan life in general, where 17 percent of the residents have incomes below the poverty line as compared with 13 percent in our inner cities, and in our attempts to prepare youth to pursue an occupation wherever they, as part of our mobile society, may eventually reside, we must focus on education.

We must act now to identify the problems of nonurban education and to devise means of improving it, so that the rural youth will have an educational opportunity equal to that of the urban youth.

PURPOSE OF HEARING

The purpose of these hearings is to document the disparities between metropolitan and nonmetropolitan schools, to present a picture of what rural education is like at the grassroots level, and to review some of the programs which have been designed to improve nonurban education.

Witnesses will include educators and researchers who have studied rural educational problems, public officials who have been involved with educational problems in nonmetropolitan areas and efforts to solve them, and persons who have been intimately involved in the rural education process in specific rural counties.

When our record is complete, we hope to have a summary of the problems and prospects for rural education, which encompasses a vast number of differing situations from the countryside of Vermont, to the farmlands of the South, to the mountains of Appalachia, to the plains of the Midwest and the Indian reservations of the West.

We are very privileged to have with us this morning Mr. Lewis R. Tamblyn and Dr. Robert M. Isenberg. If they are present, I would ask them to come forward. We are very pleased to have you.

Gentlemen, I would suggest that, Mr. Tamblyn, you testify and then Dr. Isenberg, in any manner that you care, and then I will submit questions to the two of you together.

STATEMENT OF LEWIS R. TAMBLYN, COORDINATOR, RURAL SERVICE; EXECUTIVE SECRETARY, DEPARTMENT OF RURAL EDUCATION ASSOCIATION, NATIONAL EDUCATION ASSOCIATION

Mr. TAMBLYN. Thank you very much.

I am Lewis R. Tamblyn, testifying for the National Education Association and its department, the Rural Education Association. In addition to being coordinator, rural service for the NEA, I am also executive secretary for the Rural Education Association.

Our position is stated in the publication "Rural Education in the United States." This documents that there is indeed a rural America, that it has serious problems, and that immediate action is needed to correct the existing inequalities.

I would like to call attention to the fact that the 20th Conference of the World Confederation of Organizations of the Teaching Profession meeting in Kingston, Jamaica, August 3–12, 1971, devoted its major attention to rural education. In fact, the theme "rural education" was suggested by the U.S. delegation. In preparation for this conference, the publication "Rural Education in the United States" was prepared. You might be interested to know that at the conclusion of the conference an 11-point resolution was passed calling for equal educational opportunities in rural areas.

Since each committee member has received a copy of our statement, I will not read it to you, but I will answer any questions you may have or elaborate on any section of our statement.

Senator SPONG. Thank you very much. We will put "Rural Education in the United States" in the record* of these hearings.

Senator SPONG. Dr. Isenberg.

*See Appendix 1, p. 6439

STATEMENT OF ROBERT M. ISENBERG, ASSOCIATE EXECUTIVE SECRETARY, AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Dr. ISENBERG. Mr. Chairman, my name is Robert M. Isenberg, and I am associate executive secretary of the American Association of School Administrators.

Our association is concerned about the improvement of education for all children, youth, and adults, regardless of whether they are rural or urban.

I recognize the interest of the committee in rural education at this time and I want to speak to that. I have been asked to comment on a definition of "rural." This has always been nebulous. "Rural" as a term or concept has lost a great deal of meaning. Yet it is a very convenient category, not only because it continues to be valuable in its traditional use, but because of its relationship to earlier conditions. My references to "rural" America in this statement will be with respect to smaller communities, open country, and our still vast areas of relatively sparse population, largely of geographic connotation.

Over a period of years there have been substantial improvements in rural education. Many of them have been in the past 20 years—since the end of World War II. Only a few rural children still attend what traditionally was the "little red schoolhouse." Most now ride school buses to a consolidated school. Almost all rural children now can live at home and attend a secondary education program. The curricular offerings are broader, teacher qualifications are higher, and instructional materials are more plentiful. In many ways these educational programs have been improved.

MOST DRAMATIC CHANGE—OPERATIONAL LEGALITY

Probably the most dramatic change during this 25-year period has been with respect to the legal framework within which schools operate. In this period of time the number of school districts, the basic administrative units, has been reduced from well over 100,000 to just over 17,000. No other aspect of local or State government has experienced as much reform as has education. And yet, despite this amount of consolidation and reorganization, nearly a fourth of all the children in the United States, still attend school systems that enroll fewer than 3,000 children.

Too many of the school systems in rural America still lack the capability of providing a quality education program. We need an improved delivery system. We need more reorganization. And there are other basic needs for assuring quality education in rural America. I would like to speak briefly to a few of them.

One of these is in terms of comprehensive programs. The educational programs in rural areas are extremely limited. The high schools offer

little that prepares rural youth for entry into the labor market. Not nearly enough of our rural young people have access to area vocational technical schools as yet. This is a development that is growing but there are still many rural children without that opportunity. There is a lack of programs for adults. A new dimension in education is taking place with respect to early childhood education. The research emphasizes the learning that very young children can accomplish, the importance of education before the age of 6; and yet kindergarten and other programs for young children, programs, for those who have physical handicaps, programs for those who have learning disabilities, are generally lacking in the rural parts of this country.

Another basic need is the lack of meaningful learning experiences. The educational programs in rural areas tend to be textbook centered. They tend not to relate to the intimate experiences that rural children have. Most school programs in rural areas have an emphasis on cognitive learning, on trying to get children to learn more facts faster. I believe it is time that we abandon that emphasis and turn in an opposite direction. The knowledge explosion is too rapid for anyone to expect students to keep pace.

More Application, Less Memorizing Needed

Instead of requiring children to learn more facts, we ought to help them with their study skills, help them to find information, help them to evaluate information, analyze it, and apply it to practical situations, rather than just memorizing more and more facts.

One of the characteristics of rural life is its tendency to lack variety. There is a sameness to living in a rural community and this is reinforced in school programs with a general absence of quality programs in music, art, drama, literature, and other kinds of experiences that emphasize beauty, values, and feelings.

Rural communities are struggling to adapt to the circumstances of the space age. Some of them are making it. Some of them are withering on the vine. But even as they struggle, they operate schools where students sit in modern buildings, ride school buses, and learn about things that they feel are completely unrelated to the future of their community. Some program modification toward relevance seems to be necessary.

Another lack is in the area of educational planning. There are not enough people at the State and local level who can give adequate attention to how educational programs are or should be developing. School officials have been so occupied with holding things together that they have had to neglect planning. The lack of planning is more evident in rural areas where the determination of objectives is too often pushed aside. From some source within each State school system, planning activities that can guide program modifications must be provided.

Another basic need is for aggressive personnel policies. High quality educational programs depend upon high quality teaching talent. The tendency in most rural communities is to advertise when there are vacancies, interview the people who apply, and select the best of those who come along. This guarantees a teaching staff no better than the

best of those who come along. Unfortunately, when there is a choice, the most capable teachers tend to select other kinds of communities. There is a need for an aggressive policy of recruiting quality personnel for rural schools.

Capitalize on Existing Strengths

Another major need is for schools in rural areas to capitalize on their existing strengths. Schools in rural communities do have strengths. For example, they seldom have overcrowding or large classes. In most rural schools the teachers are well acquainted with their students. They know where they live. They know the parents and other members of the family. Because it is important for teachers to know children, they have a unique advantage in rural communities.

Perhaps the greatest potential asset of the schools in rural areas is just the fact that they tend to be relatively small. This gives them a chance to escape some of the bureaucratic red tape that handicaps large school systems. It gives them opportunities for flexibility that the larger school systems cannot enjoy. It gives them a chance to be creative and to experiment with new approaches to learning.

But despite these strengths, most schools in rural communities spend their time trying to emulate schools in urban areas, trying to develop programs in an urban mode. The "built-in" strengths they have are too often ignored. These strengths can be utilized. They may well be the key to high quality educational programs in rural areas.

There are a number of other promising developments. A number of the States have developed some type of State network of regional education service agencies. They are providing many types of specialized programs and support services to local school systems. There are also places where individual school systems are experimenting with different approaches to instruction in a small school circumstance. Most of these programs have had a great deal of success. Most of them have demonstrated a great deal of innovation. There are other programs that have been highly successful with the children of agricultural migrants, in schools serving American Indians, and in schools that are serving non-English-speaking and bilingual children. There has been much progress.

The main problem of education in rural America is that there is so far to go and the pace is to slow. There is an almost consuming emphasis these days on urban areas, on the center city, and on the tremendous problems which the schools in center cities have. Not enough people are concerned about the schools in rural areas. It is heartening to know that this committee has this interest and I appreciate the chance to speak to you, Mr. Chairman.

PREPARED STATEMENT OF ROBERT M. ISENBERG

Mr. Chairman, members of the committee, my name is Robert M. Isenberg and I am associate executive secretary of the American Association of School Administrators.

One of the objectives of the American Association of School Administrators is to promote the improvement and advancement of education and public interest in improved schools. Free public education universally available to all children, youth, and adults, commensurate with their needs, abilities, and desires, and regardless of the geography of their birth or residence, is a major goal.

It is my understanding that one of the immediate concerns of this committee is on the quality of public education available throughout rural America. While "rural" as a term or concept has lost much of its meaning as a precise category, it continues to be valuable because of its traditional use and relationship to earlier conditions. My references to "rural America" are to smaller communities, open country, and our still vast areas of relatively sparse population.

There have been substantial improvements in rural education, especially during the past 25 years. Only a few rural children still attend a "little red schoolhouse." Most now ride a school bus to a consolidated school. Virtually all rural youth can now live at home and still have access to a high school education. Curricular offerings are broader, teacher qualifications are higher, and instructional materials are more plentiful.

The most dramatic change in rural education has been in the legal framework within which public schools are operated. In the past 25 years the number of basic administrative units or school districts has been reduced from well over 100,000 to just over 17,000. (See table I.) No aspect of State and local government has experienced more organizational reform. Yet, without discounting the significance of this development, more than one-fourth of all children attending school attend systems enrolling fewer than 3,000. Too many of the school systems in rural areas lack the capability of providing an adequate educational program. (See tables I and II.) Further reorganization is needed.

There are other basic needs to assure quality education in rural areas. Let me identify a few of them:

Comprehensive Programs

Educational programs in rural areas need to become more comprehensive. Most are extremely limited. The high schools are offering little that prepares rural youth for entry into the labor market. And not nearly enough rural young people as yet have access to an area vocational-technical school. Also generally lacking are educational programs for rural adults despite the need for such programs. No other segment of the population has so little formal education.

An entirely new dimension of education is being shaped by some current research on learning theory and child development. It emphasizes the importance of the years of childhood before age 6. However, kindergartens and other programs for young children who have a physical handicap or learning disability or need some other type of specialized help are fortunate if they attend a school where special help is provided.

Meaningful Learning Experiences

Educational programs in rural areas need to become meaningful in the lives of students. In the language of the day, they need to be made relevant. While I am excited over the few exceptions I know about, rural school programs tend to be textbook-centered and have only indirect relationships to the realities the students know.

School programs everywhere seem to have a preoccupation with cognitive learning and an expectation that students must learn more faster. I believe it is time to abandon that emphasis and turn in the opposite direction. The knowledge explosion is too rapid for anyone to expect students to keep pace. Instead of requiring students to learn more facts, we should help them develop skills in finding information, testing and analyzing it, and applying it to practical situations.

Rural community life tends to lack variety. And its sameness is reinforced by the general absence of offerings in music, art, drama, literature, or other areas that emphasize values, beauty, and feeling.

Rural communities are struggling to adapt to the circumstances of the space age. Some are making it; some are withering on the vine. But even as they struggle, they operate schools where students sit in modern buildings learning about things that they feel are wholly unrelated to them or their future or to the community in which they live. Some program modification toward relevance seems essential.

Educational Planning

There are not enough people at State or local levels who can give adequate attention to how educational programs are or should be developing. School officials have been so occupied with holding things together that they have had

to neglect planning. The lack of planning is more evident in rural areas, where the determination of objectives is too often pushed aside. From some sources within each State school system, planning activities that can guide program modifications must be provided.

Aggressive Personnel Policies

High-quality educational programs in rural areas depend on the adoption of personnel policies and recruitment practices sufficient to attract top teaching talent. Clearly, the quality of any program is determined by the competence of the people who staff it, and it is well known that rural schools compete poorly for well-qualified personnel.

It has been general practice for rural communities to announce personnel vacancies, accept applications, and then select the best from among those applying. Few have been able to actively seek teachers, a practice common in the personnel departments of large school systems. As a result, rural school boards for more than three decades have been employing the castoffs, the misfits, and the provisionally certificated, along with an occasional gem. Unfortunately, when there has been a choice, some rural school boards have been inclined to demonstrate concern for the taxpayers by selecting bargains strictly on the basis of price.

My point here is obvious. Because rural schools do not employ many teachers, they cannot afford to have poor ones. But poor ones they have. And they will continue to have poor ones until they adopt policies that will attract and retain the most competent people available.

Capitalizing on Existing Strengths

Not everything about the schools in rural areas is poor, weak, or subpar. They have certain inherent strengths. For example, they seldom have overcrowding or large classes. In most rural schools the teachers are well acquainted with their students, know where they live, and know who their relatives are. Because it is important for teachers to know as much as they can about their students, those who work in rural communities have a unique advantage.

Perhaps the greatest potential asset of the schools in rural areas is just the fact that they tend to be relatively small. This gives them a chance to escape some of the bureaucratic redtape that handicaps large school systems and gives them opportunities for flexibility that larger systems cannot enjoy. It gives them a chance to be creative and to experiment with new approaches to learning.

Unfortunately, rural schools have expended much of their energy and resources in trying to emulate urban schools, and their limitations have prevented them from developing high-quality programs in an urban mode. Their strengths too frequently have been ignored. These strengths can be utilized and may well become the key to the quality programs needed.

There are some promising developments. A number of States have developed some type of statewide network of regional service agencies. They are providing many types of specialized and support services to local school systems. There are also places and individual school systems where great and productive efforts are underway to improve the kinds of educational programs small schools can provide. There are also some remarkable programs for the children of agricultural migrants, for American Indians, and for non-English speaking children. The problem is that the pace is slow and the distance great. Not enough people are enough concerned.

TABLE I.—ESTIMATED NUMBER OF SCHOOL DISTRICTS AND NUMBER OF STUDENTS ENROLLED, BY SCHOOL DISTRICT SIZE IN THE UNITED STATES, 1970-71

Size of school district, by enrollment	Number of school systems	Percent of total systems	Estimated enrollment	Percent of total enrollment
25,000 and over	192	1.1	13,749,209	30.1
3,000 to 24,999	2,989	17.4	21,415,450	47.0
300 to 2,999	8,537	49.8	9,741,624	21.4
Fewer than 300	5,435	31.7	677,110	1.5
Total	17,153	100.0	45,583,393	100.0

TABLE II.—ESTIMATED NUMBER OF SCHOOL DISTRICTS AND NUMBER OF STUDENTS ENROLLED BY SCHOOL DISTRICT SIZE IN THE UNITED STATES, 1968-69 [1]

Size of school district by enrollment	Number of school districts	Total number of students enrolled (millions)	Percent of total number of public school students
200,000 and over	7	3.3	7.4
100,000 to 199,999	18	2.3	5.1
50,000 to 99,999	55	3.4	7.6
25,000 to 49,999	93	2.6	5.8
Subtotal			25.9
Subtotal (Q_3)			25.9
12,000 to 24,999	359	6.6	14.8
6,000 to 11,999	853	7.9	17.5
3,000 to 5,999	1,700	7.7	17.2
Subtotal (Q_1)			49.5
1,200 to 2,999	3,500	5.7	12.7
300 to 1,199	4,900	3.8	8.5
Fewer than 300	8,300	1.5	3.3
Subtotal			24.5
Total	19,785	44.8	99.9

[1] The number of school districts in the 6,000 to 11,999 category and all those larger is actual rather than estimated.

Is More Reorganization Practical?

Senator Spong. We appreciate very much your appearance here this morning, Doctor. You have stated that further reorganization is needed and yet you pointed out the remarkable reduction in the number of school districts in the United States from 100,000 to just over 17,000.

How much more reorganization is practical?

Dr. Isenberg. There are some States that have really just begun the reorganization process. I anticipate that within the next 10-year period we will probably see fewer than a total of 10,000 school districts. And at that time we will still be promoting even further reorganization. Ultimately, it is not unrealistic to think that the people of this country will reduce the number of basic administrative units to not more than about 5,000, one-third to one-fourth of the present number.

Senator Spong. Now, you have spoken in your statement of aggressive personnel policies and I quite agree with you that there is a need for this. But, how in the world do you get better qualified teachers into the areas where they are most needed?

I did a survey in Virginia 10 years ago to determine where the graduates of our better schools of education went to teach. They go where the "lights" are, where the boys are, no matter what we try to do. I suggested a double scholarship program for these persons during the teacher training period but we had to couple that with an agreement that they could pay the money back if—when the time came to teach—they really didn't want to go into an area where the State department of education wanted to assign them.

Now, how are we going to solve the problem?

Dr. Isenberg. I am not sure I am prepared to give you a program. I can make a few suggestions. Some years ago in some of the counties of West Virginia, they had a characteristic in their salary schedule for

teachers that might be likened to "overseas pay." The teachers who were required to teach up the "hollows" received a higher salary for that kind of assignment. There were times in the year when some of them weren't even able to get out.

Australia Successfully Attracting American Teachers

I recall a recent news broadcast showing a group of previously unemployed American teachers who were on their way to Australia, a country with a critical teacher shortage. Evidently, there was something in the aggressive approach of the Australians that was successful in attracting American teachers to go there.

I believe that rural communities are delightful places to live, especially if you compare them to cities, and I would like to see rural school boards and personnel directors in rural communities emphasizing some of the values and some of the advantages of living in rural communities. Most rural communities aren't that far from the "lights." It is easy enough to get there when you want or need to do so.

One of the real handicaps of rural communities with respect to teachers has to do with housing. Teachers, particularly beginning teachers, are relatively insecure. They are employed on a year-to-year basis. They are not able, with that kind of insecurity in their job assignment and with the financial position typical of a recent college graduate, to purchase a home. They are dependent upon renting a house or an apartment. But when they come to a rural community and attempt to rent a house, something respectable, the kind of house they would like to live in, the kind that would permit them to maintain a reasonably desirable life style, they find that all of these are already taken.

Good rental property is just not available in most rural communities. Housing needs for rural teachers are great. If school boards were somehow able to provide attractive housing at reasonable cost for the teachers they employ this might be helpful.

There are many aspects that need to be explored in trying to recruit teachers, and I believe that if school boards really got with it, it could be done.

Senator Spong. When you speak of school boards, are you speaking of the local school board in the district?

Dr. Isenberg. That is correct.

Senator Spong. You mentioned that there were many promising developments. How aggressive do you believe State departments of education have been in past years in trying to aid the areas that we are speaking of?

Dr. Isenberg. I would say this would vary somewhat among the States. Some State departments of education have been extremely interested in quality programs and have taken steps to make certain that high level programs are available to rural communities.

Let me just give one example of this. I can give others if you like. In Iowa, the State department of education was responsible, as were all other State departments of education, in drawing up a State plan for the administration of Title II of the Elementary and Secondary Education Act. Title II you may remember deals with library books

and instructional materials. That title, unlike any others in Public Law 89–10, was dependent entirely upon a State plan.

Now, the State plan developed in Iowa was based on 16 regional centers. They designated 16 specific centers that would be the only agencies in the State—a State made up of 99 counties—that would select, purchase, process, and distribute all of the Title II materials to all of the public and nonpublic schools in the State.

Centers Assure Equal Allocations

With the designation of 16 centers, with the permission for each of these 16 centers to use up to 50 percent of their Title II allocation for nonprint materials—films, tapes, records, and other kinds of instructional equipment—with State and local provision of other funds to provide delivery service, delivery trucks that could make twice a week delivery to every public and nonpublic school in the State regardless of whether it was in the city or in the rural areas of that State, they assured the same level of instructional materials for the smallest, most remote school in the State as for the largest.

In most other States complete Title II allocation was divided on a population or some other basis so that small schools received very little.

There are instances where State departments have been aggressive, have been forward looking, and where they have actually taken steps that have assured quality programs to schools in the rural areas.

Senator Spong. In your statement you mentioned that many rural school systems have spent a great deal of time imitating metropolitan systems to their own detriment. Do you believe that Federal programs have been responsible for this in any way?

Dr. Isenberg. No; I do not. I do not think Federal programs have encouraged that. I think it has been the fact that traditionally the pacesetters in education have been in the larger school systems and metropolitan areas. This has not been true in recent years. But it has been the ambition of many personnel in rural school situations to be promoted into larger school systems and into urban areas. This has been the traditional mode. I think it has neither been encouraged or discouraged by Federal programs.

What Is Rural Education?

Senator Spong. I am going to put some very general questions to the two of you; because, what we are seeking to do this morning is to form a foundation for further hearings.

You have touched on this next question; but, more specifically, what do we mean by rural education? How many people are we dealing with? Do they live on farms or in towns or where? What kinds of area situations are involved? What size schools and school systems are we talking about?

Mr. Tamblyn. Senator, I would like to respond to this because it is a question that frequently comes up. Let me read from the publication "Rural Education in the United States." "How large is rural America?" Let me read a quotation.

Although declining, its total population still exceeds the combined population of America's 100 largest cities. It is large enough so that rural America may be classified as the world's ninth largest country. (Only China, India, U.S.S.R., United States, Japan, Indonesia, Pakistan, and Brazil have total populations that exceed the rural population of the United States.) No country in Europe, and only one in Latin America (Brazil) has a total population that exceeds the size of America's rural population.

Now, one of the problems we run into is that people have identified "rural" and "agriculture" as synonymous, and then they say since the number of farms are declining, there is no more rural America. The fact is that the rural nonfarm population is where the growth factor is. I recall one of the Gallup polls not too long ago asking people where they would prefer to live: the large city, urban area, small town. Seventy percent said if there were economic opportunities in the smaller cities they would prefer to live there. We are talking about 30 percent of our population living in rural areas.

Let me read another quote.

What is the picture if we look at population density? The accepted minimum measurement of an urban environment is a population density of 1,000 or more per square mile. The measure of suburbanization is a population of 500 per square mile. Approximately one-third of the States, 17 to be exact, do not contain a single county with a population density of 500 persons per square mile. Twenty-three States have a population density of less than 50 persons per square mile, and 37 States have a density of less than 100 persons per square mile.

So, no matter how you look at the situation, we are talking about a mass of people. We are talking about 30 percent of our population.

Dr. ISENBERG. There once was a time when rural communities tended to be occupationally homogeneous. Most of the people were involved in a particular occupation. The largest single rural occupational group, of course, was made up of farmers. Most rural communities were agricultural. There were others. There were fishing villages. There were mining towns. There were people working in the forests. There were other kinds of rural communities. But most of them were agricultural. In a mining town most of the people were involved in mining and in a fishing town most of the people were involved in fishing or in serving those in fishing.

RURAL COMMUNITIES NOW MIXED

This has changed. Rural communities are no longer so homogeneous. They are mixed. They are made up of people who may be just rural residents—people who live in the small town or in the open country and commute to a nearby community for employment. There has developed a great deal of variation in rural communities. Many have a large number of retired people. They are not as homogeneous. There is more of a mix.

Senator SPONG. Dr. Isenberg, you touched on this in your statement but I would like each of you gentlemen, if you will, to capsule this for me: What are the basic problems of rural education in America today?

Dr. ISENBERG. I have already indicated my belief that one of the real problems is that not enough people are concerned about rural education to cause something to happen. I would include with this the rural people themselves. Rural people are not as concerned about improving the quality of rural education as they should be. They seem

to be satisfied with having less than the best. There has been a great deal of progress in improving rural education and many rural people have resisted every bit of it.

Senator SPONG. So you would say the people, in addition to the problems of distances and teachers and low tax bases?

Dr. ISENBERG. Too many rural people have a relatively low aspiration level with respect to the quality of their educational programs. They are satisfied to have a school that is like the one they went to. They are satisfied to have a shcool that they think is pretty good. They are content to keep what they have as being good enough.

Senator SPONG. Dr. Tamblyn, would you care to comment?

Dr. TAMBLYN. Yes. It seems to me the first thing needed is a strong national commitment that there is a rural America. That the problems facing urban America cannot be solved in and of themselves. It has serious problems, its problems can and must be solved. That rural problems and urban problems must be attacked jointly, and that this joint attack is a national responsibility.

SHOULD BE RURAL UNIT IN USOE

We would also recommend that in the U.S. Office of Education there ought to be established a rural unit. As of now, there is nobody charged with the responsibility of developing programs and looking after interests of the rural clientele. USOE is pretty well urban oriented.

Second, USOE needs to develop and adequately fund a national center for rural education. There are centers on almost everything else. We have a center on urban education. We have nothing which will develop programs; will work toward solving problems of rural education. We need to establish some model rural schools. What would a real good rural school look like? Then we have to induce the various States to take necessary action, perhaps providing center funds for teachers to work in rural areas. We touched on this a little bit ago in Dr. Isenberg's testimony, that we need to provide some incentive funds to have schools share services so we can have high-quality education in rural areas at reasonable costs.

Dr. Isenberg also spoke on this in the Iowa Title II approach. We have to provide funds at the national level to support interstate councils or commissions. If you take Appalachia, for instance, it goes through 11 different States. We have to attack many problems on a regional basis rather than a school-by-school basis.

We have to take a look at the whole fiscal picture. Unfortunately, in the past, if you go back to NDEA, when matching funds were required to buy equipment, the rural schools could not afford the matching funds and therefore got nothing. The urban schools or the suburban schools could, so the rich got richer and the poor got poorer. We must recognize that we have to equalize fiscal capacity, and the Federal Government ought to take the lead to see that money goes where the kids are. We have to recognize that in some of the rural areas it costs more dollars to educate children—giving them a quality education—than is true in suburbia. This is particularly true for the isolated school.

Senator SPONG. I am sure you are familiar with the case decided in California just a day or two ago. Would either of you care to comment on what the decision means in terms of rural education benefits?

NEED TO EQUALIZE BURDEN OF TAXATION

Dr. ISENBERG. The California case points up clearly the need to equalize the burden of taxation for the support of educational programs. The disparities in ability to support education among local communities have long been documented. State finance plans have been designed to eliminate some of these, but they have not gone far enough, as the California case demonstrates dramatically.

We need to recognize that the financing of education should take into account a wide variety of circumstances. Educational costs can be influenced by the ethnic characteristics of students. Particular programs require higher levels of support—vocational or special education programs or those requiring expensive equipment. Different programs cost different amounts of money. We also need to build into our finance plan enough flexibility to take into account the varying costs caused by geography, by pupil background, by the nature of the programs, by the kind of personnel they require, or by many other factors.

Financing education is very complex. Too often people writeoff differences with a belief that the answer is the same number of dollars per child. This is an unfortunate and easy way to dismiss a serious problem.

Dr. TAMBLYN. I would like to add just one comment on that. All States are facing real fiscal problems providing adequate funds for education. The NEA's position—which we hope will eventually come about—that the Federal Government would support about 30 percent of the cost of education. I think this agrees with AASA's recommendation that Federal support should increase until it reaches about 30 or 35 percent. The States no longer have the tax base. So long as you finance education on the property tax base you are not going to derive sufficient revenue. Property is not where the wealth is. The Federal Government has the taxing authority through the income tax and other taxes. What ought to happen, is that Federal taxes ought to be redistributed to the States for educational purposes because the States no longer, nor can the local communities, support high quality educational programs.

WHERE DO DISPARITIES SHOW UP?

Senator SPONG. I will ask both of you to respond to this: What do you consider the best indices for comparing urban and rural schools? I might ask it in another manner: Where do the disparities between metropolitan and nonmetropolitan school districts show up?

Dr. ISENBERG. This is a rather difficult question. When we talk about "rural" and "urban" we tend to assume dichotomous division. It is really a range, and only the extremes are easy to identify. The middle ground runs together.

The differences certainly could be measured in some geographic terms, number of people per square mile, whether students are required to be transported to school or whether they can walk—although we are now transporting students in most of our urban areas. The differences

have to do with the range of offerings in the school. They have to do with the overall size of the school system.

In many instances, for instance in your own State, Senator, where nearly all the education divisions have both urban and rural territory, the youngsters are brought to the same school. They sit in the same classrooms. They have the same teachers. In these situations the difference between rural and urban educational opportunity is not the geographic one as much as it is in the background of the students, their particular values, and the support and reinforcement they get from home.

Dr. TAMBLYN. I would agree with Dr. Isenberg on that. I would like to add, if you take a look at kindergartens as an example, in 1968, some 71 percent of the 5-year-olds in urban areas were going to kindergarten. When you take a look at the rural areas, you find that only 56 percent were attending kindergarten.

NO OPTIONS FOR RURAL SCHOOLCHILDREN

Second, in course offerings, most rural schools are geared to a college preparatory program, whether it is relevant to the needs of the youngster or not. They fall down in the broad-course offerings that are found in suburbia. They do not have the counseling in the elementary school or in many of the high schools. They do not have broad choices for the youngsters. Many times they only have physics every other year and if you do not happen to fall in the right time you just do not get physics; or you might have just one foreign language and it might still be Latin—not too relevant. They have not been able to really gear up and prepare youngsters to make a choice when they get out of school of either going to vocational school or going to college; or preparing them to make a living in the rural area as well as preparing those who are going to the city to make a living. This is the problem.

It is the breadth of opportunities found in the urban schools that we do not have in many of the rural schools.

Dr. ISENBERG. I think your specific question regarding indices is very difficult to answer. Many factors need to be considered.

Senator SPONG. In other words, if I listed the obvious ones, I would not really be telling the whole story?

Dr. ISENBERG. That is right.

Senator SPONG. Mr. Tamblyn, on page 8 of your paper, "Rural Education in the United States," you wrote, and I quote:

> The paramount cause of the current situation stems from the migration of hordes of economically and socially deprived and displaced persons from farms, villages, and small towns into urban centers which traditionally have been poorly equipped to absorb them.

Could you elaborate on that point specifying exactly how much of our urban problems can be attributed to migration of rural persons?

Dr. TAMBLYN. I would suspect this has always been our problem. We have sent from the rural areas our graduates and adults because they had to make a living. They were ill-prepared. Let me give you an example. If somebody has grown up in an urban area he knows the political way to get welfare or assistance. The person from the rural

area comes and he lacks this information. He is not used to the ways of the city, to the mores of the city. He does not know what to do. The youngsters are unskilled. They come from different social patterns and, as a result, they are the last to be hired and the first to be fired. They do not relate well because we have never tried to prepare youngsters either at the sending end of the rural areas or at the receiving end in the urban areas to help them make this transition.

Now, I am not sure if we can give you a percentage of the problems facing the urban areas that is caused specifically by migration from rural areas, but it has been traditional in our country for the rural people to come to the cities, and by and large, these are the people who lack the necessary skills to make a living; they are liable to be the ones that are not doing so well in the rural areas.

Kenneth Polk, writing in the "Task Force Report: Juvenile Delinquency and Youth Crime" (p. 347) speaks to this problem when he states:

> It is also well documented that the typical rural migrant is not able to compete successfully with urban residents for employment in metropolitan centers since, in general, he is disadvantaged economically, educationally, socially, and culturally. Considerable evidence points to continuing differences between rural educational systems and those serving urban children and youth. Nonmetropolitan high schools have given little attention to the task of preparing youth for entrance into a metropolitan world, especially with regard to employment. Particularly acute inadequacies in rural education are found in such areas as occupational exploration and guidance and educational background for later specialized occupational training in post-high-school centers or actual job placements.
>
> In addition to differences in quality of education, urban dwellers derive many benefits from simply having grown up in the centers where they will compete for jobs. Nonmetropolitan youth, by virtue of having lived in less complex social systems, are not familiar with the routine problems of working and living in cities. This is the first component of a split-level infirmity which exists for nonmetropolitan entrants into an adult world of work. They are literally being pushed out of farm labor and off the farm, but, upon migration, they find themselves ill equipped to compete successfully with urban dwellers for industrial jobs in an alien urban environment.
>
> Changes in the world of work and these migration trends pose a challenge for nonmetropolitan communities that is especially relevant for the malperforming youth. Innovative educational programs are needed which direct themselves to the two-pronged problem of improving the ability of youth to contend with the urbanizing world and reversing the locking-out process that characterizes the community's response to youthful deviance.

Implement Plan To Rebuild Rural America

One of our efforts ought to be to implement the former Secretary of Agriculture Orville Freeman's plan* to rebuild rural America. The Federal Government does have the funds and it could take a leadership in putting industries and so forth into those areas so the people would not come to the core city because they think that is the land of opportunity and then they find no job.

Senator Spong. I think our figures show that about 300,000 rural youth are moving annually into metropolitan centers.

In a report called "The People Left Behind," the statement was made that 700,000 adults in rural America have never enrolled in

*See "Communities of Tomorrow," GPO 1968, O-287-378.

school, and about 3.1 million have had fewer than 5 years of schooling and could be classified as functional illiterates.

Do you know of anything that has been done to help these people who are considered functional illiterates? Do you believe the statistics have changed much since that report was published?

Dr. ISENBERG. That particular report relates to the study of Appalachia and the study reports the characteristics of the adult population at the time of the study. Now, there are programs available in some communities for adults who are illiterate. There are programs that encourage adults to achieve high school equivalency. But adult education programs in rural communities are often rejected and ignored.

Because a number of the young people who have become adults since the time of that study have a higher educational level than their parents or their seniors in that area. I expect that any current or future survey of a similar type would show some gains in adult literacy. Generally, however, most of the illiterate adults in that region have not been able or have not been willing to take advantage of any available programs for them.

WHAT ARE OTHER PROMISING PROGRAMS?

Senator SPONG. You touched on some of the needs of rural education and you have mentioned what Iowa has been able to do. Are there any other promising programs that either of you could tell us about so that the committee could look into them further?

Dr. ISENBERG. I would be willing to identify a few I think that have a great deal of promise.

For a little more than 10 years, there has been in some sections of the country, in remote rural areas, some locally initiated or State initiated school improvement programs designed to help teachers and administrators in small schools change their approaches to education so that they could provide a higher quality program. They have tried many kinds of things, many new approaches, using technology, using personnel in different ways, developing independent study programs—various kinds of approaches to take advantage of the situation in a small school.

Let me give you a specific example of what I am talking about. There was one isolated high school in Colorado that had a total of 27 children.

Senator SPONG. I sent people out to visit Colorado during my study of Virginia.

Dr. ISENBERG. It is a great program.

Senator SPONG. Yes.

Dr. ISENBERG. Before they decided that there was some other than the urban mode for teaching high school English, they taught ninth-grade, 10th-grade, 11th-grade, and 12th-grade English in that 27-pupil high school. They found out they could put all four grades in the same class—with two teachers instead of one—and have an English program where ninth graders could study literature with the 11th and 12th graders and where the 12th graders who had grammar problems could work with ninth and 10th graders. They found they could vastly improve the quality of the English program.

It was a team teaching situation. It was an example of how the methodology can be adapted to the circumstances. There are some good examples of this.

BILINGUAL TEACHING

Let me cite another example. There is a school district outside of Laredo, Tex., where more than half the children are Spanish-speaking. That school has developed a program which they started in the first grade with bilingual teachers. Everything taught is taught in both English and Spanish—in the same classroom by the same teacher. The Spanish-speaking children are taught concepts in Spanish. The English-speaking children are taught the same concepts in English. An interesting thing, before the middle of the first year of that program the English-speaking children were speaking Spanish and the Spanish-speaking children were speaking English. It did not make much difference. The language they used on the playground was interchangeable.

That program has been continued. It started in the first grade and was continued through the sixth grade. It is a very interesting, very effective way to work with non-English-speaking children. These children have many problems when the school insists that they speak English even though they do not understand it. They do not understand the words. They do not understand the concepts. And, all too often, they are relegated to remedial teachers or to classes for mentally retarded, simply because of a language handicap. It is a very serious problem. These are two examples where the schools in small communities are doing something to improve the quality of their educational program.

Senator SPONG. Well, we thank you gentlemen very much for your testimony.

Mr. TAMBLYN. We appreciate the opportunity of appearing before the committee, Senator, and we certainly hope as a result of this that something is going to happen that will solve many of the problems of rural education in America.

Senator SPONG. Thank you.

Mrs. Fryer, good morning.

Mrs. FRYER. May my colleague, Mr. King, accompany me?

Senator SPONG. He may, indeed, accompany you. Mrs. Fryer, you are from Williamson County, Tenn., and Mr. King is with the Mid-Cumberland Council of Governments; is that correct?

Mrs. FRYER. Yes.

Senator SPONG. We are very pleased to have you here this morning.

STATEMENT OF MRS. ED FRYER, MEMBER, WILLIAMSON COUNTY, TENN., QUARTERLY COUNTY COURT

Mrs. FRYER. I am very pleased to be here, Senator Spong. I have given you my statement which is general. I have qualified my remarks in terms of being very much from the grassroots. I feel like we have gone from the sublime to the ridiculous with the National Education Association and now really a very local viewpoint.

Senator SPONG. We will accept your statement,* Mrs. Fryer, in its entirety and you can testify from it as you wish.

Mrs. FRYER. Thank you. I have stated my involvement in local government and I would like to tell you basically that my concern is an immediate concern. I am going to a county court meeting in October and I am asked to vote on school budgets—school items. I just came out of a school voting session where we voted on the budget. So, from some people in the country, Senator, we do not have the time to wonder whether we are doing a good job or a bad job. We have an immediacy that I think is a problem in all of this.

I would like to state as part of my conversational testimony, that people in this country—we are all ignorant of things we do not know anything about. So far as I am concerned, education is not so much the facts that we learn, but it is to learn to love education, to learn to love to learn; and this is what we are all about.

Now, you asked the other gentlemen what programs were being instituted in the rural areas. One of the finest programs that I think has come along is the Rural Library Services and Construction Act. This has even put libraries in people's dining rooms and certainly serve them in the communities. So that is what I am concerned about—serving the people in their own communities.

My district in middle Tennessee is basically rural. You asked for it to be defined. I have defined it to some extent in this paper. As I say here, I am not speaking from the organized, structured education system. I am speaking on the other side. I am involved in public education as a county official and a parent and a concerned citizen, and it is from these viewpoints that I speak.

AN EDUCATIONALLY DEPRIVED CHILD

Let me qualify that I am speaking about what I consider the educationally deprived child and I have again tried to spell it out. This child is not necessarily limited to a particular race. This child is not limited to any particular economic class. There are many, many children in the rural areas, Senator, who are not economically disadvantaged. We have done a study in our area that shows the children are not hungry. Many of them are malnourished, but they are not hungry.

So my concern is with this child who is, I say, educationally isolated. He is not able to become competitive in the present day market.

Having read some of your hearings, I tried to define what I consider equal educational opportunities which might be, by some, considered naive, but it is where we are as far as I am concerned. The term "equal," meaning not the same but as good as.

I ran for our State Senate in a rural district and I went to nearly all the schools: and some of them really ought not to be even in existence from a physical standpoint. I say that the students need to be exposed to quality teachers. This may be, again, a too simple approach to it, but as far as I am concerned a quality teacher could be the teacher who has not already been proven bad.

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*See prepared statement, p. 6349.

A good learning environment could be better structures. I have had said to me that with a good teacher a child could learn in a tent. I think you understand this attitude, but it takes a good deal of energy to overcome poor lighting and poor seating and just poor arrangements, so there is not much energy left in some of these areas for learning.

The term "education" from my point of view, is an ability to keep on learning. If we get out of school and do not have this ability we are stopped. I am a librarian and until I went through library school I thought you had to memorize everything and learn all the facts. As a librarian, I know now what the lawyers know, that if you know where to find it you can always look it up.

Senator SPONG. Some lawyers know that.

Mrs. FRYER. The "opportunity" represents a chance for a student to learn, and this is the opportunity to be offered this equal education according to his abilities and needs.

By this, I mean some children are physically located in a certain environment and the local school is what they have to attend. This is what I mean by the opportunity—a chance in the school they attend.

ONE CHILD'S NEED IS A MAJORITY

The gentlemen from the NEA said that some schools do not offer physics each year. This is true, and we have schools that do not offer a foreign language at all. Local school people say it is not offered because it is not requested, but from my point of view, if there is a child in an area that wants this, there are plenty of schools they can be sent to if the desire is there—and the opportunity.

Senator SPONG. May I interrupt you there? You said that if the desire is there, a child can get the courses he wants. Now, you come from a part of Tennessee that might be classified as rural in large measure. Would you comment upon the observations of the two gentlemen—I believe it was Dr. Isenberg—that there is often a lack of desire on the part of the communities to have better schools than they presently have? Did you hear that said?

Mrs. FRYER. Yes.

Senator SPONG. Would you care to comment on that?

Mrs. FRYER. Well, I will be glad to do that. I was on the budget committee of my county court—after 3 years of the schools coming and asking for certain types of funding—we decided the best thing to do was to have a State survey made to see what we needed in capital improvements over the country for a number of years. This State survey was made, a very adequate one. It made very definite recommendations. The school board approved this survey in principle.

I made the motion in the county court that we build three schools. I think it would have amounted to floating some $3 million worth of bonds. On the floor of the county court that night my motion was defeated because several of the magistrates said they did not need any better schools. They were pacified and satisfied.

We did pass a bond issue for the part of the county that wanted it, Senator, and we have two, one new junior high school and another school, but the parts of the country that needed it, they do not have it because the effort and need is not recognized.

Rural Attitudes Often Stop Improvements

I feel very strongly that there is a political basis for much of this. A lot of people feel that the skills are not needed locally so why should they be funded locally? These are definitely rural attitudes and I have spelled those out in my paper. It is very local. Much of the effort for improvement is stopped right there.

I have worked very hard to improve the schools at the local level in more ways than just money, but as a county court member, as a person voting on tax money, I have to remember that in my county, there are 6,700 children in the school system now. Our county is 34,000 now. Well, I am representing a tremendous number of people who do not have children in the schools and the pressure from these people, Senator, is a very strong pressure on a representative. I feel that some of these problems are purely economic and I have suggested that in my paper.

I have suggested what I think is a very concrete approach. What bothers me more than anything, when they ask you for this money for the schools, very few times do they justify it by the product put out—the amount of money expended in the schools. May I clarify that?

Senator Spong. Yes, indeed.

Mrs. Fryer. I have suggested what I call an educational audit. That means that the schools be held accountable for the product they put out. The product is the student. Now, if we kept a record of what happened to our children in the county even 5 to 10 years after they went to school, we would know which schools were furnishing the filling station attendants or the college graduates and this type of thing. We would have some basis for the amount of money we are putting into the education system.

This audit should be based on the skills that the students are prepared to work with when they get out of school. It is a very sad thing to have a child go through 12 years of school who cannot do anything. He has a diploma only.

Senator Spong. Are you saying they cannot do anything because they are not prepared in school to do anything, or are you telling me the opportunity is not there after they finish school?

Children Not Being Prepared

Mrs. Fryer. I hate to say this, but not bad enough not to say it, I do not think they are being prepared. I think many children are easy students. They do well. They go right through school with no problem and they learn and they are motivated. Then, you have those children that fall into the lower level, Senator, who are not going to do well and are not mentally equipped to do it. But what about this vast majority of children in the middle who take a little bit more effort and a little bit more work? Many of these children are just lost in the shuffle, and this is the educationally deprived child I am talking about. They are passed up and on and out.

This brings me quickly to this business of the testing that I discussed here. There is—I guess it is a national thing—I know it is a State process—whereby children are exposed to the process of taking stand-

ardized tests. These are tests that are set up somewhere else with no local teaching relationships. The tests are related to what somebody thinks the child ought to learn, not with what the child has actually learned.

So these children take these tests. Many of them—and there was a statement I think in the first hearing that was ever held in this committee—where a child was relegated to mental retardation, not because he was mentally retarded, but because he was just ignorant, which goes back to we are all ignorant about things we do not know about. I think testing is causing a great many of the problems that come up. Children are relegated to a particular place in the educational process and they do not get out.

The standardized, commercial tests—and I use the word "commercial," Senator, because they are produced by companies that are in the business of producing tests. The tests have permeated the entire system of schooling, from preschool on through—well, whether you can go to graduate school or not—and the 87th General Assembly of the Tennessee State Legislature passed a resolution asking for a study by the legislative council committee of the use of the commercial standardized tests in public school systems. We are the first State to take such a step.

I appeared before this committee. I was the only witness opposed to the testing because I was the only one, I think, that was not involved in the actual test situation. But, I feel that much harm is coming from these tests by just the mere inflexibility of grading the tests.

Now, for the rural student, there are damaging consequences to the educational opportunity and personal life chances resulting from the use of these tests. In other words, they are graded at a certain level and many of them stay there. This is what they call a permanent record, you see.

What is done to change this? I frankly am a librarian and I do not see why a child—if it is necessary to teach a child to read, why he cannot be taught to read in the first or second grade before they are taught anything else, because nearly everything you do—math, chemistry, physics—everything is based on reading, and yet we come up with children getting out of high school and they are the functional illiterates that you talked about. They cannot read or comprehend.

This is very serious. They cannot take these tests, Senator, if they cannot read.

Then, I think the barriers and stigmas the tests create for the educationally deprived and economically disadvantaged student is very serious. In the rural counties, many students never have the chance to take the tests. It is not there. The gentleman before said the guidance is not there. For some of these tests the student must go to other cities to take the tests at what they call test centers—and the children have to pay for some of the tests, themselves.

How Are the Children Handicapped?

Senator Spong. Are you saying that the children are handicapped because they never get to take the tests; or, are you saying they are handicapped because they take tests which you feel are unfair to them?

Mrs. FRYER. I am saying both.

Senator SPONG. What alternative do we have to the testing procedures?

Mrs. FRYER. Well, I have stated here that I have a paper on this subject that is in the process of being typed, and I would like very much to be able to present it to you.

Senator SPONG. Yes, indeed; you can submit it later and we will receive it in the record.*

Mrs. FRYER. Tests have become a way of measuring a student's ability. You asked what is the substitute? Well, one substitute would be adequate, competent classroom performance. Why graduate a child from one class to another if he is not ready to go? And who is going to tell that better than the teacher within the classroom who knows what they have been taught?

We are not taught the same—even in my county, Senator, there are two high schools that are so-called accredited and there are three that are not. My county has 500 square miles.

Senator SPONG. How are the graduates of those schools affected if the schools are not accredited? Does that prohibit them from going to the University of Tennessee?

Mrs. FRYER. No, sir. But some are not given the chance to take the physics, maybe they do not have it; no foreign languages. Some of the basic course requirements of the different colleges are not available.

TESTS NOT CORRELATIVE TO EXPOSURE

Now, in our State they have come up with the community college concept that is nearer to the community and performing a very great service for the rural child; but even there, the tests are a part of the program. Many children are discouraged, Senator, by the fact that they have not done well on the tests. It is not a test of what they have been exposed to. I am trying to make that point very clearly.

Senator SPONG. Well, I understand your objections to the testing and I am quite prepared to agree with you that it causes a great many problems—but I do not know what alternatives we have. But aren't the tests taken for more reasons than one? Do the tests relate to teaching skills as well? Are the tests used as tools to do the type of thing that you have recommended earlier, audit performance? While it does not follow what the student does later, it gives you some idea of how well the pupils of a particular teacher are taught.

Mrs. FRYER. But, you see, I hate to get into this—I do not agree that it does that, because there are some students who test well. They guess well; they test well. But there are those who do not test well—some children will stop. They are highly motivated to learn, but they are told that they cannot learn.

In a recent Saturday Review article on "The Challenge for Open Admissions," which is being implemented at the City University of New York, this statement was made by a committee that discussed how they should work to let all these people in that wanted to go to college, and with your permission, I would like to read this to you:

> The best way of determining whether a potential student is capable of college work is to admit him to college and evaluate his performance there. Within the

*As of publication date, information had not been received.

pool of 10,000 students taken each year by the traditional system and the 5,000 rejected by SEEK and College Discovery, there are thousands of students who, if given a chance at college, would do satisfactory and even outstanding work. When all students who never apply to college because they have been told for 12 years of previous education that they are not college material are added to this pool, the great loss of human potential generated by this exclusionary policy becomes evident.

Then, they go on to say that "this city and society cannot afford such a loss."

I would like to see, Senator, a child graduated who has to go, by the system and his circumstances, to a certain school, be given the same chance in that school that a child who, by his system and circumstances in another part of the county or region, has because he happens to be at a school that is accredited or gives foreign language or physics every year.

PREPARED STATEMENT OF MRS. ED FRYER

I am Mrs. Ed Fryer from Williamson County Tennessee. I am a member of the Williamson County Quarterly Court, elected in 1966. I was the 1st and only woman to serve on the Court and was reelected following re-apportionment in 1968. I have served on the Budget Committee and the Jail and Law Enforcement Committee. During this time we built a new $350,000 jail in our county. In addition, I represent our County Judge on the Executive Committee of the Mid-Cumberland Council of Governments, a 13 county planning agency for Middle Tennessee.

I ran for the State Senate last year at this time and although I did not win it was a marvelous experience and privilege. I ran in the 8 county 23rd Senatorial District, the largest such district geographically in the State and rural in composition. During the campaign I was able to observe many of the schools in our rural areas. I was appointed in Feb. 1971 by the Governor as one of three State Alcoholic Beverage Commissioners and the first woman to serve in this capacity. I am also on the Board of the Statewide Magistrates Association. I am professionally a librarian and was librarian for the Southern Education Reporting Services for several years as well as a school librarian.

My college education centered around political science, and I have been actively interested in the affairs of Local, State and County governments. I believe that this background of experiences lend themselves to my making a positive contribution to this committee's work—that is to find ways to assure an equal opportunity for the rural student to obtain a "lasting love for learning"—this to me gentlemen is education—a lasting love for learning.

I am speaking outside of the organized, structured education system as such—as a consequence, I see no primary need to defend the present educational system. I have been involved with public education as a county official, a parent and concerned citizen. It is from these points-of-view that I speak today.

WHO IS THE EDUCATIONALLY DEPRIVED?

My concern is with the rural educationally deprived student—here there is no race line, no economic class or sex designation. This is the student who has, because of a system and circumstances, been deprived of an education as equal to and compared with other students in the same county, a near-by urban area or even the nation.

This educationally deprived student is not necessarily economically disadvantaged. He becomes, by law, a part of a school system that should "teach", build, and mold a mind. He is however educationally isolated and "segregated by mind" from other students who have had better educational opportunities. He is not able to become competitive because of what he has not been exposed to. This educationally deprived student could compete if given the basic opportunity to learn in the proper environment and given the necessary resources.

WHAT IS AN EQUAL EDUCATIONAL OPPORTUNITY?

It is readily evident that this is a very difficult question to answer. Even this Committee has had difficulty in getting a workable definition. For what it is worth, I will put this concept into my own context.

The term equal, meaning not the same but as good as, is related to the student's exposure to quality teachers, a good learning environment and access to meaningful and relevant learning resources. The term education for my purposes is limited to the formal process of training a mind in relation to a curriculum and a structured process. Thirdly, the term opportunity represents that chance for a student to be exposed and offered an equal education in terms of the student's abilities and needs.

RURAL MIDDLE TENNESSEE

According to the 1970 Census of Population Characteristics the State of Tennessee still maintains many rural characteristics. That is, out of a total of 3,407 places in Tennessee some 3,218 are under 1,000 population. However, of the 3,923,561 Tennesseans, some 2,305,181 are residents of urban areas. It is my intent to discuss primarily some aspects of rural education in Middle Tennessee.

Williamson County, which is my home county, is part of the Mid-Cumberland Region of Tennessee which represents a total of 13 counties with a population of 793,618. These counties are basically rural in nature and have rural life styles (with the exception of Metropolitan Nashville).

A valuable statistical picture of public schools (K–12) in this area is presented in a July 1971 publication of the Mid-Cumberland Council of Governments entitled "Comparative Inventory and Survey of Public Schools in the Mid-Cumberland Region of Tennessee." The research and editing of this document was done by Mr. E. V. King, Human Resource Specialist, for Mid-Cumberland Council of Governments and Mr. King is with me today. I submit this document for your study and recommend similar regional studies be made so that rural schools can be compared and studied on a regional basis.

Williamson County is approximately 500 square miles in area with a concentration of suburban population in the north part of the county adjacent to Metropolitan-Nashville-Davidson County. This northern section is referred to as a "bedroom community" and has the highest tax assessment in the county. This area has also demanded better and more efficient schools for its residents. Whereas, the south part of the county is sprawling and sparsely populated with large farm acreage. Generally, there has developed a sense of competitivness between the northern and southern section of the county in regard to educational and political issues.

What are some of the problem areas in rural education that impede an equal educational opportunity for the rural student?

1. Pure economics—In most counties the greater part of the education cost is borne by the state and federal government. The local efforts vary a great deal from county to county. This is due to varying attitudes of County Courts, School Boards and citizens concerning the priority of education.

There seems to be a great need for a meaningful method of determining the productivity of a school system in relation to the monies appropriated to that system. This suggests an educational audit of the students in terms of their readiness for further education and/or marketable skills for immediate application.

Generally, only 20% of the students desire a college or university education, with the remaining 80% ready to enter the labor force. The question that is paramount in my mind is how successful are public schools in preparing students for either of these directions. I sincerely feel that public schools should increase and improve both the vocational-technical and academic programs to meet the needs of these students.

I very strongly contend that public schools should be held accountable for the product of the system—the student—and monies should be allocated on the basis of how well they fulfill this task. If school systems are not willing to change and make a concerted effort to produce a functional and productive individual for our society then the initial investment is for naught.

2. *Political factors.*—The pockets of power at the local level are of prime concern in any consideration of educational opportunities for rural public school students. With elected County Courts, School Boards, and School Superintendents politics plays an important role in any local school system.

Example: Power of an individual school principal or selection of school site by school board.

3. *Rural attitudes toward education.*—Some of the power structure in local governments fail to see the need to educate certain rural children because of "what they came from." They also contend that "the job openings in the Im-

mediate area require little or no skills. Therefore, why should the local tax paying group educate these people." In addition, the timidity and apathy of local communities limits their participation in the overall county educational program. Also, the failure of school boards to understand and identify the community changes, needs and development and plan the educational offerings to benefit the local population to meet these changes.

Some communities are so locked in with "sameness" or "that's the way it has always been" that changes even involving a hopefully better education for the children is suspect and approached with negative feelings. There are also negative attitudes toward the abilities of children to learn at all. For example, a child can be branded as "not college material" or that "he cannot learn and needs only recess"—These are only a few of the destructive attitudes that exist in rural communities that hinder equal educational opportunity.

4. *Educational testing.*—A glaring problem presently related to rural education is the dominant requirement for the use of commercial standardized tests. The lack of competitive ability of the rural educationally deprived makes it difficult for him to achieve success on such a test.

The 87th General Assembly of the Tennessee State Legislature has passed a resolution asking for a study of the use of the commercial standardized tests in public schools systems. Tennessee is the first state to take such action.

I appeared before the initial hearing of the Legislature Council Committee on the abovementioned subject of standardized tests. My written statement is being processed and when finished I would like permission to send this to your committee for the record.

Simply stated, the problems involved are:

1. The possible serious and damaging consequences to the Tennessee Public School students' educational opportunity and personal life chances resulting from the dominant use of standardized testing and resulting data in the public schools from pre-school grades through the university graduate levels;

2. The barriers and stigmas the tests create for the educationally deprived and economically disadvantaged students, both black and white; and

3. That the charges for the tests are borne directly by the students themselves in many cases.

CONCLUSION

I have attempted to briefly focus attention on some of the issues surrounding rural education. My remarks have not been critical for criticism's sake, but rather for the sake of identification and improvement of problems that are affecting the lives of children in rural areas of our nation. The rural areas of our country have a great potential for the future. It is time that sufficient attention be given to the possibility of utilizing education as a development resource. Rural communities must come to grips with the fact that children must develop the ability to compete successfully in our present-day society and that ability is directly related to the quality of instruction they receive in school. In addition, community leaders must view the quality of community schools as a prime factor in attracting business and industry. When rural America accepts education as a development resource and makes the proper commitments to that end; then, the potential of rural America can be utilized.

DO SCHOOLS CONCENTRATE ON WRONG SUBJECTS?

Senator SPONG. I am going to try to return to Williamson County here for a minute, if I may, and ask you one or two questions. One of the previous witnesses said that too many rural schools concentrate on academic subjects rather than on vocational and other subjects which might be more beneficial to the youth in rural communities. Would you agree with that?

Mrs. FRYER. In our country, there is probably an agriculture class in each school. Again, to judge the quality of this, I do not know. I could not help but be amused from this standpoint—you asked the question I think, how would you judge the difference between rural and urban education? One of the good ways to judge it would be to

send the urban child to the rural community. He could not compete with the skills either.

So this business of vocational education is an important factor, but many of the schools are doing it, again, on a local basis or a community basis. They are trying to have a shop and a whole vocational setup within the local area, where this is a tremendous expenditure of money, to have good vocational training, and I think that we are not doing this as well as we should.

I would not agree that rural schools have the whole emphasis on academics, trying to go to college. I wish they had more of it. I do not feel every child should go to college, but I think every child who is exposed to a school system should have that opportunity if he so desires to go that direction.

Rural Schools are Behind Times

Mr. King. Senator, may I talk to that point just a minute. In response to your question, it has been my experience as a classroom teacher in a rural school and now observing educational systems on a regional level, that basically rural schools do not teach the kind of vocational technical courses that are needed. They have not been able to keep up with the technical changes in society and the complexities of society; and, generally speaking, rural schools, instead of being innovative in nature, are the last ones to come around to the fact that we need to bring a new program in or we need to teach a new skill.

It is true, as Mrs. Fryer pointed out, that there exists vocational agricultural programs in rural schools, but these vocational agricultural programs—many of them—are still oriented to the farmer, and the number of farmers is decreasing and, as a consequence, they are, again, continuing a program that really has little application to the needs of society.

Senator Spong. You would agree with Dr. Tamblyn's observation earlier that you just do not equate agricultural and rural education?

Mr. King. That is right.

Senator Spong. I noticed in reading over Mrs. Fryer's statement that you have done a study on the mid-Cumberland area insofar as the quality of offerings and the disparities are concerned. Would you care to comment on that?

STATEMENT OF E. V. KING, HUMAN RESOURCES SPECIALIST, MID-CUMBERLAND COUNCIL OF GOVERNMENTS

Mr. King. I would like to make some general observations in hopes that they might be of benefit. Generally speaking, the revenues provided by local governments are inadequate for educational programs. I do not refer necessarily to the amounts of money or to the degree to which the counties are in debt as far as bond issues in relation to education; but I am concerned more with the fact that the bond indebtedness is primarily for buildings. There are other needs; for example, salaries for quality teachers, equipment that could be used in the classroom, and additional guidance personnel.

USAGE OF MONEY IS KEY

So the use of the money that they make available for educational systems is the key. I think sometimes the decisions that are made at that level in regard to how they use the money are not the kinds of decisions that need to be made.

For example, in our area, the mid-Cumberland region of Tennessee, a bachelor's degree is an absolute minimum standard for a teacher. However, you may find several of our counties that will range as high as 30 percent without the bachelor's degrees. Money should be used for upgrading the quality of teachers.

Senator SPONG. What role is the State of Tennessee playing in all this, the department of education?

Mr. KING. Well, I think from the State level, speaking from the experiences that I have had, they generally are doing their share as far as financing education in the State. I think that maybe they can be a little more aggressive in some of the programs.

Senator SPONG. That is what I was talking about. I was not speaking of the money. How much of an active role is the State department of education in your State—and I do not want to embarrass you—you might as well be from Kansas as far as I am concerned—what role are they playing in trying to reduce the disparity, in trying to meet some of the problems that you have related here?

Mr. KING. I think they generally have an awareness of some of the problems and are making efforts to overcome them.

Senator SPONG. Specifically, what are they doing?

Mr. KING. I was at a hearing 2 years ago on vocational technical education in the State. They had a situation where before a student could get into an area vocational school they had to flunk out of the general academic school. This is important considering the fact that the general academic school in our rural area simply does not teach a marketable skill. If you have 20 percent of your students going to college—and that is generally the percentage of our students that go to college—and 80 percent of them that do not, and when at the end of school they do not have a marketable skill, then you are generally saying that you have 80 percent of the people who are really not ready for the labor force and are not interested in going to college. So up until about a year ago, there was a requirement that you had to, in essence, flunk out of high school before you could get into an area vocational school. As long as you could remain in a general academic school you had to stay there, but if you quit school or you flunked out of school or you graduated from high school, then you could go to an area vocational school.

The State department of education was aware of the problem and took steps to remedy it. This is an isolated example and I think they are aware of the problems and are generally making efforts to overcome them.

Senator SPONG. Are you conscious of any statewide planning—and again. I am interested in this in Virginia as well as Tennessee—but do you see any pattern where the State, through its board of education, is trying to plan to provide for the vocational needs of the community and tailor them to the school systems in those areas? Let me relate this

to you: We get up here and make speeches that we should turn the trend around and get people moving back from the metropolitan areas into the rural areas; and that to do this we need to have school facilities, hospitals in these areas, libraries—things available that the people originally went to urban areas for. Also, we must provide jobs in these areas. So you have a great deal of energy being expended by States to try to locate industries in certain areas to help them with their tax base or to replace things like certain kinds of mining that are going out and to bring in new economy to the community.

Any Plans to Halt Out-Migration?

Now, are you aware of any planning that relates the type of educational offering to what is foreseen for these communities in the future, and is actually part of an incentive program to get people to stop moving from the rural areas to the urban areas and go back to rural areas?

Mr. King. Generally speaking. I think the State area vocational technical schools and the newly created State technical institutes are doing this.

Senator Spong. You think they are?

Mr. King. Yes. They are making an effort to do this. I would say that generally speaking these are the only institutions that are. The general school certainly is not making the effort.

Senator Spong. The general school is not?

Mr. King. The K through 12, general academic school is not.

Mrs. Fryer. Senator, might I add something to this? So much stops at a certain point. You are stopped at a certain point, for instance, where I live, at the local level. Let me give you an example of the breakfast program in our county. The breakfast program was adopted by the school board. The superintendent was told to introduce it into a certain school, but I got calls, because it was near my district, asking: "Why was the breakfast program not in this school?" They had it 2 years before and they had asked to have it implemented again. I called the superintendent and asked why the breakfast program was not implemented. We had the money and there was the need. But he said, "Well, they could not get the cooks to come."

Senator Spong. Could not get the cooks?

Mrs. Fryer. Could not get the cooks. Then we go before the school board again and the power of the principals at these local levels—I emphasize this, that so much is stopped because of what I call "little pockets of power," but the principal did not believe in it; "If the children were not fed at home, it was not up to the State to feed them." This was his philosophy and everybody is entitled to their philosophy, but the program still is not implemented.

So this is where much of the things stop, at the very local level, and that is my concern here. I personally feel and I am at the State level of government—I feel that the State is not taking an active enough role in guiding the local units in the direction that they must go. I feel that a very adequate amount of money is going into many of these school districts. We are pouring in money in our county.

Senator Spong. Are you telling me that money is not wisely spent from an educational standpoint?

Money Not Wisely Spent

Mrs. Fryer. There is an awful lot of money going in and there is an awful poor product coming out. Whose fault it is and where it is, I would like an audit of the product to find out. If Ford puts out a bad car, they bring it off the market. Maybe we need an educational "recall," you know, like for the soup.

There is a vast need at local levels for adult education. The men from the NEA said—or you made the statement, I think—that some vast number of people have never been past the fifth grade in certain areas. I feel like a real productive adult education program is important. The library has tried to do this—the library program tried to supplement a lack of early education; but, if you cannot read, you cannot read. So I think it is really very basic. It is K through 12, and it is the schools. I will not go along with a lot of the reports that put all of the blame on the family and the home situation. Minds are wonderful things, and given the opportunity, great things can be done with them.

Senator Spong. But you think the funds are presently available in your locality to have a good school system?

Mrs. Fryer. Yes, sir.

Senator Spong. You do?

Mrs. Fryer. I certainly do.

Senator Spong. So your criticism is not pointed at a lack of money or disparity of available funds?

Mrs. Fryer. No, sir.

Senator Spong. Because it is a rural area.

Mrs. Fryer. That is right.

Senator Spong. Well, I thank you very much. Mr. King, I would be interested in having your study admitted into the record.* I understand it shows figures and disparities between teachers' salaries and curriculum offering.

Political Involvement of Administrators

Mr. King. I would like to make a comment about the study. It is not an analysis and I think that above and beyond what each particular chart might show, one of the real problems in the rural area is the attitude of rural people toward education. Because of the political involvement of school administrators and boards of education they, too, are forced to be just as unrealistic.

Senator Spong. Do you elect your school boards?

Mr. King. Yes. Generally speaking, in the State of Tennessee, most of the school boards are elected.

Mrs. Fryer. And so is the superintendent.

Senator Spong He is elected, too?

Mrs. Fryer. Yes, and then you have the county court that is elected and in my county we are going tooth and nail all at each other.

Senator Spong. This has been a very ticklish problem in Virginia for years. Do you believe in elected school boards?

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*As of publication date, information had not been received.

Mrs. FRYER. I think if the school board is elected, then the superintendent ought to be appointed by the school board.

Senator SPONG. But they are both elected?

Mrs. FRYER. They are both elected and so is the county court. You know, there are different kinds of legislative arms in each State, but ours is a county court. We vote on the budget. But, Senator, we have voted on school budgets and appropriated the money but because of this system the school board can do anything they want to with that money.

PROBLEMS CAUSED BY SOME CITY COUNCILS

Senator SPONG. Well, I am not going to start on that now; except to say to you that one of the great problems for years in many localities has been the city councils—which I guess would be the equivalent of what you are a member—that have tried to tell school board people how to spend their money. Often they did not know very much about it, and would prefer to build highways and do other things with their money than to help schools. This has been a continual battle.

We actually had a constitutional provision in Virginia to protect the school boards from the politicians, if I might say so, and the school boards were appointed.

Let me tell you just one other thing. I went to visit what was reputed to me to be one of the finest school systems in the United States, in the East. This was 10 years ago. I went up there and the man had put in the most innovative programs imaginable, particularly team teaching. He even had things in this school system where the pupils could progress almost at will and that was supposed to be great, 10 years ago.

I asked him to come down and make a speech in a large Southern city—to review what he had been able to do. He told me he could not come because the school board was up for reelection and he was in office on a 3-to-2 basis. If he did not stay up there and try to help maintain his majority, he was not going to be the superintendent any longer.

Now, here is someone the Ford Foundation and Columbia's School of Education and two or three other places told me was one of the best school superintendents in the United States, but he was hanging on by a three/two elected school board majority.

So I have very mixed feelings about the value of elected boards.

Mrs. FRYER. Well, my statement is pure fact. We do have a county court that is elected. We have a school board that is elected, and we have a superintendent that is elected; and by the very nature of what you have just said, Senator, the process of being elected brings the political power right down to the local door and it is a very complicated thing.

May I just say this: That I want the rural schools and the rural people developed in their own areas. I do not want them to go to the cities, and that is my plea here today. I hope I have made my point. It is a very local problem regardless of where it is. I have lived in this county. I love this county and the people have a great potential, and I want the rural schools to be as good as the other schools and the

product to come out with at least a fair chance either in the market place or in the college or academic area, and that is my plea.

Senator SPONG. Well, we thank you very much for your testimony, Mrs. Fryer and Mr. King. We appreciate your being here.

Tomorrow we will hear from Dr. Everett D. Edington of New Mexico, and we will hear a panel from McDowell County, W. Va.

The committee is in recess, to reconvene at 10 a.m. on Thursday in room 1114 of the New Senate Office Building.

(Whereupon, at 11:35 a.m., the select committee was recessed, to reconvene at 10 a.m., September 2, 1971, in room 1114 of the New Senate Office Building.)

EDUCATION IN RURAL AMERICA

THURSDAY, SEPTEMBER 2, 1971

U.S. SENATE,
SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY,
Washington, D.C.

The select committee met at 10 a.m., pursuant to call, in room 1114, New Senate Office Building, Senator William B. Spong presiding.

Present: Senators Spong and Randolph.

Staff members present: William C. Smith, staff director and general counsel; Donn Mitchell, professional staff; and Leonard Strickman, minority counsel.

Senator SPONG. The hearing will come to order.

This morning we will hear first from Dr. Everett D. Edington, of Las Cruces, N. Mex. Dr. Edington, we are pleased to have you with us this morning.

STATEMENT OF DR. EVERETT D. EDINGTON, DIRECTOR, ERIC CLEARINGHOUSE ON RURAL EDUCATION AND SMALL SCHOOLS; AND HEAD, DEPARTMENT OF EDUCATIONAL ADMINISTRATION, NEW MEXICO STATE UNIVERSITY

Dr. EDINGTON. I am glad to be here. I wear two hats at New Mexico State University. I am director of the Educational Resources Information Center on Rural Education and Small Schools and head of educational administration, where we prepare a number of rural school administrators for the Southwest.

I would like to just first briefly explain the role of the ERIC clearinghouse on rural education and small schools. It is a part of the U.S. Office of Education, the ERIC system, where there are 19 clearinghouses, and the major responsibility is the collection of research and resource information on education and preparing it for use by decisionmakers and teachers. Our role is—in addition to rural education—working with Indians, Mexican Americans, and migrants.

We found out early that just collecting research reports and putting them in a system where it could be retrieved was not enough for the school administrator. They didn't have the time to read the hundreds of research reports. So now we are in the business of synthesizing these, preparing packages and documents that can be better used by the local school administrator; and again we are concerned with those working with the rural populations as well as the Indian, Mexican American, and the migrant.

We find it vital that there be an information system if we are to bring about change in education. We are not concerned with selling only the products of the ERIC clearinghouse on rural education when we work with rural school people, but the entire ERIC system. There are clearinghouses, in-house guidance, and vocational education, and so forth, and we feel it is our responsibility to be the link between the research and the rural educator in the Nation, and this is the role* we are attempting to perform.

The majority of my testimony is a summary of research, which is some of the most recent research relative to rural education. I will read this.

Introduction

A number of writers pointed out that rurality by its very nature may have caused pupils to be disadvantaged. Ackerson (1967) stated at the national outlook conference on rural youth that the incidence of incentive to remain in high school or in college was evidently not as great in rural America, as shown by the high dropout rate, and in all too many cases, the educational and vocational opportunities offered to rural young people were quite limited.

Lamanna and Samora (1967) obtained similar findings in a study of Mexican Americans in Texas. They stated that urban residents were almost always better educated that rural residents regardless of sex, age, nativity, or parentage.

It is difficult to make broad generalizations other than those previously mentioned, concerning disadvantaged rural students. Such groups as the mountain folk of the Appalachian region, the southern rural Negroes, the American Indians, or the Spanish-speaking youth of the Southwest have special problems.

The final 1970 census statistics (USDC, 1971) show that the total rural population is still in excess of 53 million, of which over 22 million reside in 16 Southern States and 16 million reside in 12 North Central States. Over nine million reside in nine Northeastern States and almost six million in 13 Western States.

The problems experienced by the rural disadvantaged student are not limited to geographical location. Edward B. Breathitt (1967), former Governor of Kentucky, emphasized this fact in his statement that the conditions of the rural disadvantaged were not confined to any one section of the United States. They exist in Appalachia and Alaska, in the Mississippi Delta and the Midwest, in New England and California. Such conditions are widespread enough to be a national problem.

Educational Achievement

All groups of disadvantaged rural students are characterized by poor educational achievement. The U.S. Department of Agriculture (USDA, 1966) reported that the urban population 25 years of age and over in 1960 had 11.1 average years of schooling compared to 9.5 years for rural nonfarm and 8.8 years for rural farm people. While 19 percent of the urban population had some college education, only 11 per-

*See Appendix 2, p. 6513.

cent of the rural population had attended college. A later publication (USDA, 1967) reported that about 19 percent of the rural youth had fallen behind at least 1 year and that only 12 percent of urban youth were that educationally retarded in 1960.

Baughman and Dahlstrom (1968) found in their study of a southern rural community that white girls and boys had the highest ability levels, but while girls were highest in achievement scores, Negro girls scored about one standard deviation below the national norms on both ability and achievement scores. The Negro boys were equal to the Negro girls on ability scores at lower ages but were lower as they progressed in years.

A number of studies have shown that the Indian student is nearly equal to the Anglo at the preschool and primary levels, but as he progresses through grade levels he falls behind. The Ohannessian (1967) and Bass and Burger (1967) studies were good examples. In each it was found that as Indian students went up the school ladder, their achievement seemed to fall progressively behind the school norms. They found that the situation worsened as the Indian child progressed from the sixth to the twelfth grade. Dankworth (1970) in a study of variables affecting the educational achievement of American Indian public school students in Washoe County, Nev., concluded that residing on a rural reservation tends to hinder achievement while residing in an urban colony tends to facilitate achievement.

Palomares and Cummins (1968) found the same to be true with the small town Mexican-American population, which was characterized by a progressive drop in achievement throughout the grades. Mexican Americans were normal in achievement at first and second grade, but one grade behind by sixth grade. The investigators found the same situation in relation to perceptual-motor development of the Mexican American children. The progressive deficit in perceptual-motor development was attributed to both home and school environment. Palomares and Cummins found an almost identical situation in studies conducted at Waseo and San Ysidro, Calif.

Statistically significant differences in IQ scores for rural Indian, Mexican American, and Anglo students were found by Anderson and Safar (1969). In a study in rural New Mexico they found that 55 percent of the Anglo students had high level IQ scores, 18 percent had median level scores, and 27 percent low level scores. For the Spanish American pupils the high level, median level, and low level percentages are 33, 26, and 41 repectively; for the Indian pupils, the percentage of students whose IQ scores fell into each category were 18, 9, and 73 respectively. The same type of distribution was found for achievement scores among the three groups at the elementary and high school levels.

Language Greatest Barrier To Advancement

It should be remembered, however, that it is very difficult to measure either IQ or achievement accurately with tests that are culturally biased. Wax and Wax (1964), in working with Indian children, found that proficiency in English was essential for scholastic or academic

achievement. For this and other reasons, existing methods of measuring achievement and academic ability are biased against the child whose first language is not English. Henderson (1966) further substantiated this finding when working with Spanish-speaking students. It seemed that lack of training and language were seen as barriers to advancement more often than was ethnic identity.

Language difficulty is also a problem for English-speaking disadvantaged rural people who use a nonstandard form of English as their first language. Skinner (1967) reported that much of the illiteracy among the Appalachian people was really the result of failure to supply the children with means of learning to use standard English effectively. A language system is imposed upon them which is totally alien to their experiences. Alien reading and writing codes are incorporated into it. Skinner further stated that when pupils could not meet the demands to learn the language system, they were labeled as problem learners and illiterates. He said the children were not illiterates, but they appeared to be so when measured according to the middleclass language system and that the critical need in Appalachian schools is a preschool oral language program based on standard American English.

Appalachian Reading Survey (1968) evaluated the impact of Title I federally-supported local education programs on the reading competencies of elementary and secondary school students in Northern Appalachia by testing fourth grade and seventh grade students in 16 school districts.

The general impact of Title I projects was considered substantial for youngsters previously not making "normal progress" in reading skill development. Although the highest-gaining projects included school districts from rural areas, small towns, and large cities, the statistically greater gains were made in rural areas. No rural districts were found among the lowest-gaining projects at the fourth-grade level.

Frost (1968) studied the effects of compensatory programs on the achievement of rural welfare recipient children using three schools in north central Arkansas. The study suggests (1) that compensatory programs based on common assumptions have little positive effect on disadvantaged children, (2) that compensation attempts must use truly creative approaches and must begin before the child enters elementary school, and (3) that primary level rural welfare recipient children are not personality misfits based on socioeconomic status but may later become so as a result of sustained academic failure.

The first comprehensive report of a 20-year-old longitudinal study by Kreitlow (1971) exploring the effects of rural school district reorganization reveals that students in the newly reorganized rural school districts had consistently higher achievements scores than those from non-reorganized districts. Upon completion of high school, boys from reorganized districts had a 6-month advantage and girls had a 13-month advantage in mental maturity over their counterparts from nonreorganized districts.

Mayeske (1968) analyzed the educational variables embodied in the Coleman report, Equality of Educational Opportunity, to determine which variables made the greatest contribution to achievement. Although regional differences were found, Mayeske concluded that stu-

dent body variables (such as socioeconomic status, family structure and stability, and racial-ethnic composition) predict achievement to a greater relative degree than do school variables.

Aspirations

The research reviewed indicates that there are differences in the occupational and educational aspirations of rural youth in comparison to the aspirations of other youth and that aspirations may differ among different types of rural youth. Kuvlesky (1970) stated that there is a tendency for creation of unrealistically high aspirations and expectations throughout the various population segments of our society which are not necessarily compatible with existing opportunities and capabilities of the individual. He found this to be particularly true for disadvantaged minorities.

Ackerson (1967) reported that only about one-tenth of rural young people would be able to remain successfully in farm life, yet the other nine-tenths were not prepared to find other types of employment in the environment of an urban community. Sewell (1963) confirmed the findings of previous educational planning studies which indicated that occupational choices of youth were related to residence.

Rural youth on the whole receive less preparation for successful entry into the world of work and have a much smaller range of occupational aspirations.

Tendency To Ignore Rural Youth

I would like to just divert from my written testimony a minute and give an example of this that happened last week. The U.S. Office of Education funded the Ohio State Center for Vocational and Technical Education about $3.5 million for a career education program. Six school sites have been chosen throughout the Nation—Los Angeles; Mesa, Ariz.; Jefferson County, Colo.; Hackensack, N.J.; Atlanta, Ga.; and possibly one other. But each one of those are in areas of population of over 100,000 or more, and not one rural school has been included. So I think there is a tendency to continue to ignore 30 percent of the rural youth in our educational programs.

Haller, Burchinal and Taves (1963) compared rural to urban youth; they discovered that the college and occupational aspirations of rural youth were lower, that they had more trouble getting a permanent job, and that their jobs were not as skilled or highly paid as those of nonrural youth. Taylor and Jones (1963) found that in the rural environment the range of occupational types was limited and that there were few if any white collar jobs represented. The youth from rural areas may not develop attitudes, desire, or motivation to achieve occupational success in white collar jobs.

Taylor and Jones (1963) further pointed out that in low-income areas, students' peer group experiences are homogeneous in terms of social class; thus, these experiences minimize the students' introduction to different values and traditions. Therefore, behavior of rural youth exhibits greater conformity to the cultural values of their own subcultural reference group. This conformity is reflected in the educational and occupational aspirations of low-income rural youth.

Studies Show Ethnic Aspiration Differential

There is some indication that rural students from the various ethnic minority groups have lower occupational and educational aspirations than other rural youth. Drabick (1963) in his study of the aspirations of Negro and white students of vocational agriculture in North Carolina found that the Negro, male, senior agriculture student did not desire or expect to enter occupations with as great prestige as did white students. The same relative relationships existed for the educational plans of the two groups. Crawford, Peterson, and Wurr (1967) found that the Indian student had lower aspirations than other students. However, Wages (1969) found that the aspirations of rural Mexican American high school dropouts were high relative to their situation since the majority desired at least high school graduation.

Socioeconomic status of rural youth plays an important part in aspirations. Taylor and Jones (1963) reported that when emphasis on formal education was lacking, as in low-income farm families, the youth involved did not perceive education as a dominant value in American culture and consequently were not motivated to obtain education.

Sperry (1965) found a relationship between standards of living and interests of rural youth. Youth from high and middle economic status group backgrounds displayed more scientific and musical interest than youth from lower standard-of-living backgrounds. Sperry felt that scientific interest was explainable in that certain cultural advantages, generally more prevalent among high and middle status groups, were known to stimulate an interest in discovering new facts and solving problems.

Likewise, there might be greater emphasis and resources expended on musical interests among families with higher standards of living. Sperry (1965) and Taylor and Jones (1963) indicated that rural youth from a higher socioeconomic level had higher educational aspirations and took greater advantage of educational opportunities than rural youth from lower socioeconomic levels.

Rural Negroes Have Highest Goals

Rural Negro youth were found by Ohlendorf and Kuvlesky (1967) to be more oriented toward attaining higher levels of education than rural white youth. Negro boys and girls had higher educational aspirations than white boys and girls had. Ohlendorf and Kuvlesky also discovered that much larger proportions of the whites desired and expected to terminate their education after graduating from high school. Kuvlesky and Upham (1967) found that while rural Negroes have higher educational goals, they have lower income and occupational goals than do white youth.

They also differed in place of residence preferences: most Negro boys aspire to live in a large city, while the white boys desire life near a large city or in a small city. Kuvlesky, Wright, and Juarez (1971), in a study of Negro, Mexican American, and Anglo youth from nonmetropolitan areas of Texas, found that Negro youth maintained

higher level expectations and Mexican American youth maintained stronger intensity of aspiration. Other patterns of ethnic variability were that Mexican American youth felt least certain of attaining their expectations. Negro youth held higher educational goals, and Anglo youth experienced the least anticipatory deflection.

These findings are particularly interesting when compared to the 1963 results reported by Drabick in his study in North Carolina, which showed lower educational aspirations and expectations among Negro students than among white youth. The explanation for the contradiction is not certain, but it may be due to more realistic aspirations among the white youth or to the differences in the populations studied, or to significant social changes during the years which elapsed between the studies.

There does not seem to be complete agreement on educational aspirations and practices of farm and nonfarm youth. Sperry (1965) and Drabick (1963) reported that nonfarm rural youth placed higher values on education and more of them attended college than did farm youth or those taking vocational agriculture classes in high school. Slocum (1966) did not find this true in his research in the State of Washington. He found that more farm boys (80 percent) than nonfarm (72 percent) aspired to attend college. The proportion of farm to nonfarm girls with college aspirations was equal. The differences in findings may be due to the higher socioeconomic level of the farmers in the Northwest section of the United States, since Slocum also found that the educational aspirations and expectations of students to be positively related to the economic and social status of parents.

Rural schools apparently have done very little to help students change these aspiration patterns. Severinsen (1967) indicated that one of the problems of rural youth stemmed from lack of adequate occupational information. This study concluded that significant improvements in vocational knowledge among high school students resulted when increased informational services were provided. Lindstrom (1965) found that rural schools gave no assistance to students who were migrating to the cities to work. He concluded that it was a mistake for youth just finishing high school, especially the younger ones and females, to migrate to the city to seek jobs. Rather, it would be better for these young people to remain in the community to get some job experience related to the kinds of jobs available in the city or to get advanced training of the type demanded by these occupations.

Attitudes

Disadvantaged rural children bring certain attitudes to school, which seem to be associated with their homelife and economic status. Crawford (1967) said in his discussion of the Chippewa Indian that true poverty involved something much more significant to children than just low income. Poverty involved certain prevalent attitudes which affected the children as they grew up. One common attitude which the rural poor have is the feeling that they are trapped and that there are no promising choices open to them in solving their problems. This attitude carries over into school activities.

Palomares and Cummins (1968) pointed out that the Mexican American population in a small border town of southern California tended to see itself in a less favorable way than the normative population. The self-concept of Mexican-Americans seemed permeated with feelings of inadequacy and low self-esteem, both at home and at school. A weakness of this study, pointed out by the authors, was that the tests used the norms as a control population rather than comparing the attitudes of the Mexican Americans in the community with Anglos or others in the same area. Low self-esteem may well have been a characteristic true of the entire community rather than just of the Mexican Americans.

In a study of achievement among Mexican Americans, large numbers of whom are rural residents. Mayeske (1967) examined three aspects of student maturation and attitude in relation to achievement: (1) Students' interest in school and persistence of reading outside school; (2) students' self-concept, especially with regard to learning and success in school; and (3) students' sense of control of the environment. Mayeske found that the attitudinal item most highly related to achievement test schools at all grade levels was students' belief in their ability to control or influence their environment. The differences in achievement associated with the belief in one's ability to control his environment remained even after differences in home background were taken into account. Coleman, et al. (1966) reported similar findings for a more broadly representative population. Mayeske suggested that for children who have experienced an unresponsive environmment, a change in their ability to influence their environment might lead to increased achievement.

Sperry (1965) pointed out that there were s.. differences in the educational attitudes of rural children. Girls' attitudes toward an education were more favorable and were more similar to those their parents hoped they held than were boys' attitudes. Sperry also reported that rural youth received more "strong urging" to continue their education from their mothers than from their fathers.

Educators and lay community persons often have different attitudes toward rural students from different ethnic backgrounds. Anderson and Safer (1969) reported a sharp disparity between school board members' and administrators' perceptions of the adequacy of existing school programs for Anglos, Spanish Americans, and Indians. School board members interviewed were quite satisfied with existing programs and felt the programs were equal for all the groups of children. School administrators felt that Spanish American and Indian students were not encouraged as much as their Anglo classmates.

Conclusion

A review of the available research relevant to the characteristics of disadvantaged rural students shows them to be affected in seven general areas. The low socioeconomic status of large numbers of noncorporate-farm rural families is a characteristic of prime importance, particularly in view of the relationship between economic status and school achievement for rural as well as urban children. In addition, the educational and occupational aspirations of rural students appear to be negatively affected by their low economic status and possibly further depressed by factors related to geographic isolation.

Many rural young people who will not be able to make a satisfactory living by farming do not aspire to any higher skilled urban occupations nor to the educational level which would prepare them for such work. Possibly related to socioeconomic status are other attitudes found among rural children which may further hinder their progress: low self-esteem, feelings of helplessness in the face of seemingly unconquerable environmental handicaps, and impoverished confidence in the value and importance of education as an answer to their problems. All of those attitudes understandably may contribute to the child's failure to benefit from his schooling.

Senator SPONG. Dr. Edington, I want to thank you for that very comprehensive, thorough statement. I have some questions I would appreciate your responding to.

You have touched upon this generally, but I would ask you to summarize in several sentences what you believe current research indicates about rural youth, insofar as the following are concerned: First, educational achievement; and second, attitudes and aspirations.

ACHIEVEMENT, ATTITUDES, ASPIRATIONS—LOW

Dr. EDINGTON. Now again, as I stated earlier, there are differenecs in rural youth. High level socioeconomic youths from large farms or ranches are much different from the farm migrant laborer. Generally speaking, the educational achievement is much lower for rural youth. This is primarily true with your disadvantaged rural people, which includes minority groups as well as the disadvantaged whites.

Aspirations—again generally speaking, the aspirations are low, primarily due to the fact that they don't know what type of educational programs and occupations are available.

I look at myself in this, growing up on a small southeastern Arizona farm, and the first guidance I got was my senior year in high school. We had to write a paper on what we wanted to do, and that was the first I even thought about a career. This still exists in rural areas.

And the attitudes, especially among those in poverty families, are much like their parents. A teacher I was working with in southern Oklahoma one time reported that—he was talking with his senior students, it was about what they would be doing the next year, and one student came to him and was quite worried—he was 18—he wanted to know how he could get on the welfare roll. This was all he knew. And I think that is partly the fault of our school system. We don't develop right attitudes or different attitudes.

Senator SPONG. In your article "Disadvantaged Rural Youth" you wrote, and I quote, "studies which survey these characteristics of rural youth also reveal that curriculum in rural schools are frequently inadequate for and irrelevant to the needs of these students." First, what do you see as the principal needs of these rural children? In other words, what should we be educating rural children for? Secondly, what types of programs should be offered in rural areas?

ISOLATION IS ONE PROBLEM

Dr. EDINGTON. First I hope we don't start thinking, well, this is a rural program and this is an urban educational program. I am not

advocating this type of approach. But I am advocating that we have adequate programs for all students.

One of the real problems is isolation. Now some of the situations can be improved with consolidation. But that is not the answer in all cases. We need more materials developed which can individualize programs and give the rural youth wider opportunity. We need rural shared services where in a large area, county, two or three counties, the schools may share the services of a guidance counselor, or other services.

In southeastern Utah there is what they call a mobile office education trailer that travels between three or four school districts. I think this type would enrich the program.

We need in-service education for teachers and administrators. Probably one of the greatest blessings that ever happened for rural education is first to have an adequate supply of teachers. In the past the rural schools did not get the cream of the crop. Now we are going to find some better teachers going into these schools. Although there have been some excellent teachers, but generally speaking they weren't the quality that went to the suburban school.

Senator SPONG. How do you account for that? Are there just more teachers available today?

Dr. EDINGTON. Yes, there are more teachers available. Now I disagree that we have a real oversupply. At our university we trained about two or three hundred teachers last year. They are all placed at this time. I still think there is a place for good trained teachers. In certain types of teachers, this is a real demand. We could use thousands of bilingual teachers in the southwest, which we just don't have, to improve our educational programs. I think this is another area that schools training teachers to go to rural areas should emphasize. They should provide experience related to the type of situation the teacher will find in rural America.

ADVOCATE WHAT EDUCATIONAL PROGRAMS?

Senator SPONG. I know you don't want to identify these as rural programs as such, but—you mentioned the program in southern Utah—are there any educational programs that you would advocate?

Dr. EDINGTON. Well, I mentioned an increase in the development of materials for individualized type of instruction which will give a broader outlook for the rural children, giving more opportunities. A breakdown of some of our artificial line barriers, which is partly shared services, but it is also where schools trade students. One school could have one type of program, another one have another type, and students could——

Senator SPONG. They could trade students rather than teachers?

Dr. EDINGTON. Yes, either way. Depends. Especially if you have expensive facilities that cannot be moved, students could be traded.

Senator SPONG. You mentioned some of the advantage of consolidating services. In your remarks earlier you cited one paper that showed that the achievement of students in reorganized school districts was generally better than that of students in districts that had not been reorganized. I take it you meant consolidated there.

Dr. EDINGTON. Yes. Now again that isn't always the answer, because I think rural students are educationally disadvantaged but socially advantaged. I think there are some aspects of rural life, that they seem to have much better relationships with their parents, they know their peers, they know the people in town, the influential people and the students—I mean have relationship with them on a first name basis. So I think there is a real social advantage, but an educational disadvantage in rural America, and I don't want to lose that with too much consolidation.

Senator SPONG. Is there any rural group or subculture which excels educationally or are most rural educational achievements about the same throughout the nation?

Dr. EDINGTON. Well, no, I think the farmers, some of the midwestern farmers, or western and throughout, that have high socio-economic levels, their young people do very well in school. It is a socio-economic problem.

Senator SPONG. Regardless of the size of the school district?

Dr. EDINGTON. Yes.

Senator SPONG. Do you believe it is possible to obtain a good education in the "little red schoolhouse"? Do you find advantages there that do not exist in large, impersonal schools in more populous areas?

SMALL SCHOOLS CAN DO EXCELLENT TEACHING

Dr. EDINGTON. Yes, sir; I think that some of these social advantages which I mentioned, and again the Far Western States School project has a number of programs in rural schools. I can think of Meeker, Colo., in the western slope of Colorado, which developed an excellent program; such things as individualized instruction, providing materials and experiences for the students, getting away from a sterile, authoritarian approach of the teacher and the learner, and helping the students have a chance to discover for themselves. We can do an excellent job in a small school.

Senator SPONG. In the hearings yesterday morning concern was expressed by all of the witnesses over the fact that some rural people do not believe they have any educational problems. Instead, they believe their schools are perfectly adequate for their needs. Does your research relate to this?

Dr. EDINGTON. Yes, I think from the last studies I quoted done by Anderson, where the school board members felt that the Mexican-Americans, Indian children had no problems relates to this, where the school people, the superintendent and administrators felt they did have problems. I think this is quite common among our lay people whom the board represents in rural areas.

Senator SPONG. Do you confine that to minority groups, though?

Dr. EDINGTON. No.

Senator SPONG. Our witnesses yesterday were rather general about it. But we had a lady from Tennessee who agreed with two national witnesses on this matter. Would you agree this is a general situation throughout the United States?

Dr. EDINGTON. Would you repeat that again?

Senator SPONG. Insofar as rural areas are concerned, do you generally sense that many people both in and out of authority believe that their educational systems are adequate?

Dr. EDINGTON. Yes.

Senator SPONG. And you don't agree that they are adequate?

NEED EDUCATIONAL PROGRAMS FOR ADULTS

Dr. EDINGTON. No, I do not. So we need some educational programs for the adults as well.

Senator SPONG. You are involved with several groups which represent rural interests. Are these groups receiving much support in their efforts from Federal, State, and local governments, or are isolated schools and school districts mostly fighting for improvement in rural education on their own?

Dr. EDINGTON. I think the example that I gave earlier of the career education program, which I think are excellent approaches, where rural is completely left out is quite common. I know there is a group called the National Federation of Rural Education, of which I am on the executive board. We have met with the Department of Agriculture, Department of Labor, Office of Education people. We haven't been happy with results of what has happened. I know there was a study on—guess it was a task force on rural education—a couple of years ago in the U.S. Office of Education that made some recommendations, and we in rural education see no indications that these recommendations have even been read.

Senator SPONG. What do you believe are the best methods of evaluating the accomplishments and failings of rural schools; what factors do you look at in order to determine whether or not a rural school is meeting the needs of its students?

MUST DETERMINE OBJECTIVES FIRST

Dr. EDINGTON. I think the first thing we need to determine is what are the objectives; what do we want students to be like when they get out of school, or maybe while they are in school. Too often evaluations have been on process rather than the product. I think we determine what the product is we want and then see if we are getting this product. A lot of people are afraid of that type of evaluation.

Senator SPONG. At one time in response to an earlier question asked you, you expressed some hesitation in trying to neatly compartmentalize rural education and urban education. Yet at the same time we certainly don't want to provide the same goals and the same type of education for rural districts that we do for city districts, do we?

Dr. EDINGTON. Well, I think it depends on the children. We have a great many rural children that are migrating to cities, even though this has slowed down, and if they are going to compete in that urban situation we need some type of preparation for them to go there. With our migration patterns that we have in the Nation today it is a difficult situation to determine where children will live. So you do have to make some general type preparation.

Senator SPONG. So you have to prepare them for where they are as well as where they might go?

Dr. EDINGTON. Yes. I would like to go back and correct one thing I said a few minutes ago on the U.S. Office of Education being negligent. I think there is one, the National Center for Communications, which the ERIC is a part of, they have well supported our clearinghouse and saw the need to get information disseminated to rural people. This is an exception.

Senator SPONG. Thank you very much, Dr. Edington. Again I would like to commend you for your very comprehensive presentation. I know it is going to be very helpful to this committee in preparing its report for next February.

Do you have any places you would like to suggest that I take a look at in the United States? I am not looking for the worst situations. I would prefer to look at the best ones so we can tell the rest of the country about those.

Dr. EDINGTON. Yes; the Southern Association of Schools and Colleges has had some rural improvement programs. You might want to contact them. One would be Wewahitchka, Fla. I mentioned Meeker, Colo. We have some bilingual programs in Las Cruses, N. Mex. The Northwest Lab is starting some rural improvement programs in the Northwestern part of the United States right out of Medesto in Hughson, Calif. I haven't been there in about 3 years, but they have an excellent program in rural improvement. Most of these are succeeding because of the people themselves.

Senator SPONG. The people in the area?

Dr. EDINGTON. Yes.

Senator SPONG. Thank you again.

Dr. EDINGTON. Well, thanks for the chance to be here.

Senator SPONG. Dr. Luke. Dr. Luke, you are the director of the division of instructional improvement in the Idaho State Department of Education in Boise, Idaho.

Dr. LUKE. Yes, sir.

STATEMENT OF DR. A. D. LUKE, DIRECTOR, DIVISION OF INSTRUCTIONAL IMPROVEMENT, STATE DEPARTMENT OF EDUCATION, BOISE, IDAHO

Dr. LUKE. Thank you, Mr. Senator. It is a privilege to appear before your committee and give some information that we hope will be beneficial both to your committee and to the rural youth of the United States.

Idaho is a State blessed with many beautiful timbered mountains, many fertile rolling plains, arid regions made productive through reclamation projects, and arid regions thought by many of be unproductive, but known to be rich in stock grazing potential in spring and fall. Idahoans are proud of their State, and they are proud of the accomplishments of their educational systems. Our school dropout rate is low, but needs to be improved. Our high school graduates taking training or higher education compare very favorably with national statistics. Our efforts of providing for education is one of the highest in the Nation. However, we are not proud of our expenditures for public schools, when these expenditures are compared with all the other States. Money, the problem of all other States and individuals, is also Idaho's problem.

Idaho established a single State board of education and board of regents for the University of Idaho in 1913. The State board, now composed of seven appointed members, one appointed ex officio member, and one selected State superintendent who is an ex officio member, has the responsibility for education at higher institutions—including junior colleges—education in the public schools, and the educational programs of vocational education, vocational rehabilitation, a youth training center, and a State school for the deaf and blind. They wear many different hats. Idaho does not have a "middle" school organization. There are no county school superintendents or county school units encompassing a number of school districts. The State board of education and the State department of education deal directly with the organized school districts in the State.

Reorganization Provides Larger Tax Base

Idaho foresaw financial problems for public schools many years ago. The expensive smaller school districts have been reorganized to provide a larger tax base, and thus have better educational programs for children. Idaho's previous 1,110 school districts have been reorganized into 115 districts with 105 of these offering education from grade 1 through 12. However, 64.2 percent of all the State's area is nontaxable due to Federal ownership. Federal funds received by all schools was only 4.1 percent of the general fund currently expenditures of all school districts in fiscal 1970. This percentage of the school's general funds may be quite high when compared to other States. But, when nontaxable land is considered, it is not a large percentage. Idaho has the fourth highest percentage of Federal land to total State area of the 50 States—being exceeded only by Alaska, Nevada, and Utah. These three States and California exceed Idaho in total acres of Federal land.† It would take the combined Federal land in 35 States to equal the total land acres of Idaho, owned or controlled by the Federal Government.*

Federal funds received by school districts for which special restrictions on expenditures are placed—either by the Federal Government or the State—were $7,858,445 in 1970. When this total is added to those Federal funds paid to a school's general fund of $3,685,642—$2,857,175 of which is Federal impact moneys—the total is 9.92 percent of the total public school expenditure. This testimony will relate only to the expenditure of the general fund of public schools.*

The larger school districts, those 24 districts with a school enrollment of over 2,000 students, educate 68 percent of our pupils. There are only three school districts enrolling more than 10,000, and one enrolling over 20,000 students.* We have 28 school districts which have less than 300 pupils enrolled. Their high schools would have less than 100 pupils; and, in most instances, only the minimum educational program is offered.

†"Statistical Abstract of the United States, 1968," p. 194.
*See Appendix 2, pp. 6515-6517.

PROGRAM TO EQUALIZE EDUCATIONAL OPPORTUNITY

In an attempt to equalize educational opportunity among school districts, a State foundation program has been adopted for the distribution of State funds. This program considers a district's assessed valuation and its size in determining the fund allotment to each district. Weighting of the formula provides consideration for smaller districts to try to achieve equality of opportunity. But, as this committee knows, the number of students available for education determines the educational offerings within funding limits.

There would be little opportunity for our rural students, and especially those students in remote rural areas, to have an opportunity to participate in broadened vocational education offerings. Or to have them provided with services of trained school counselors, psychologists, or social workers.

Encouragement is given rural and isolated schools to determine cooperative programs for improved vocational education offerings and services to students. However, isolation and remoteness of the smaller school districts does not provide for these services by the use of limited local funds. Cooperative programs are largely determined by those school districts which have financial means and the size to provide these services. With only a limited staff available, there is a reluctance of larger schools to expand the services to the remote areas.

The State of Idaho has addressed itself to school transportation, as a specific problem for remoteness in a rural State. Ninety percent of the allowable transportation costs are paid by a State formula, after participation by the school district, with a one mill levy on its assessed valuation. Regulations of the State Board of Education recommend that no student be on a school bus more than 45 minutes. This recommendation can only be followed in those school districts which do not have remote population areas within the district. Records indicate that one bus load of students, receiving high school education from a remote area of our State, are on the school bus 1 hour and 20 minutes to travel a distance of 51 miles.

School transportation costs in the State of Idaho* are 5.41 percent of the total public school general fund expenditure. This compares to a national average transportation cost annually of 4.3 percent.

Idaho's assessed valuation for providing a tax base for the operation of school districts is $5,619.94 for each pupil in average daily attendance. This compares to an assessed valuation in the Rocky Mountain region of $7,706.60, and a national median of assessed valuation of $10,207.00.† The State legislature maks an effort to overcome the problem of assessment behind each child by appropriating 46.5 percent of the general fund receipts of school districts from the State's general fund. With a statewide average per pupil expenditure from the schools' general fund of $512.39, $236.31 of this amount comes from the State contribution. The $512.39 does not include the social security and retirement that is paid from the State directly to the local districts.

*See Appendix 2, p. 6517.
†School Management, January 1970, p. 86.

The national effort for public education is 15 percent of the average per capita personal income. Fifteen percent of Idaho's average per capita income is $448.50. Our effort exceeds the national median. Idaho's total effort is 17.1 percent when compared to the per capita personal income. This is 2.1 percent above the national average as reported by School Management Magazine in 1970.

Federal Program Administration Funding Difficult

One of the problems experienced by the department of education of a rural State is the funding of, for administration purposes, the Federal programs which make funds available for activities at local school districts. When funds are distributed to a State on the basis of school age population, and a percentage of the funds received limit the funds available for administration, a rural State has problems. A good example of this would be the funds provided for adult basic education. Idaho receives $160,473, and 5 percent of this amount is provided for administration. The administration total of $8,023.65 does not provide for the salary, travel, and other current expenses of an individual and a part time secretary to administer this program. It is highly recommended that a minimum administrative amount be provided within Federal programs authorized for local school district participation within a State.

Recently the Idaho State Board of Education and the Department of Education has proposed to address themselves to the problems of remoteness and isolation, and the many problems that go with education in a rural State by the following activities:

1. Further consolidation of our 115 school districts to achieve greater efficiency of educational expenditure.
2. Refinement of a public school foundation program which would provide for a greater amount of money coming from State sources and less dependence on the local property tax.
3. Planning and evaluation activities for school districts to achieve accomplishment of objectives and to be accountable for educational achievement.
4. Services to school districts by a team effort with emphasis on specific educational needs.
5. Kindergarten education to be entirely paid by State funds for all school districts.
6. Environmental education through a contribution of Federal forest fund receipts.

Mr. Chairman, in conclusion of my remarks, I would like to read into the record some brief observations on the problems facing rural education in Idaho by three of our educational leaders:

JOSEPH D. MC COLLUM, TWIN FALLS, PRESIDENT,
IDAHO STATE BOARD OF EDUCATION

It bothers me that there are 115 school districts in Idaho covering a large and remote area. In order for many of these districts to accomplish a quality job of education they must either spend more money or consolidate their costs of operation.

This is complicated by the desire of most communities to keep their own school district, own board, and own superintendent. But unless there are some

changes made and greater funding made available, there will continue to be poorer quality education in many rural districts.

I firmly believe much progress can be made if we realistically approach the problem of consolidating school administrative units. In my own county—Twin Falls—for instance, we have seven school districts, seven local boards and seven superintendents.

Consolidation of administrative units, not necessarily buildings, would salvage considerable funds now being spent in needless duplication. I don't think we would save money through consolidation, but we would be able to offer a higher quality of education for more youngsters—particularly in higher caliber of instruction—by consolidating.

STATE SENATOR JOHN BARKER, R-BUHL, CHAIRMAN, SENATE EDUCATION COMMITTEE

Equal educational opportunity for all children in Idaho is a goal even indicated in the Idaho Constitution of 1890. Nevertheless, mountainous terrain, winter weather, poor rural roads, and the distances to travel to attend school present problems.

In Idaho, as in many States, there are islands of wealthy taxpayer property and islands of low taxable property that support our schools. To these remote, rural areas we address ourselves today. Educational television programing in 1973, via satellite, will really assist us if mountainous conditions do not prevent good reception.

Through a new formula with more State and/or Federal funding, we are attempting to single out the remote, but certainly necessary rural school districts, to allow more per-pupil expenditure so we can truly give equal educational opportunity for all.

STATE REPRESENTATIVE ERNEST ALLEN, R-NAMPA, CHAIRMAN, HOUSE EDUCATION COMMITTEE

I have been working for many years on the problem of offering a quality education in the outlying areas of Idaho. In spite of the State giving more money to rural school districts, it is still difficult to implement quality education programs because of the problems of remoteness, transportation, adequate facilities, and proper administrative units.

Another problem is difficulty in finding good teachers willing to live in remote, access areas where there is a lack of cultural opportunities, plus a lower pay scale. The result is a poorer quality education when we would like to see a quality education.

We need to have more consolidation of school administrative units, but this is not the entire answer. We will never overcome some of the problems caused by remoteness, but such things as more Federal grants for Educational Television satellite programing, and projects of this kind would help immeasurably.

Mr. Chairman, there are some additional pages that are appendixes to this I will not read.

Senator SPONG. All of these appendixes will be admitted to the record,* Dr. Luke. We very much appreciate your testimony. I have some questions to ask you.

Do you have any one-, two-, or three-teacher schools in Idaho?

Dr. LUKE. Yes, sir. We have 19 one-room schools and some additional two- and three-teacher schools.

Senator SPONG. What grades do these encompass?

Dr. LUKE. These would be one through eight. We have some very small high schools that are under 100 in size. These are limited in the educational opportunities for those young people.

*See Appendix 2, pp. 6515-6517.

What Are Idaho's Vocational Goals?

Senator Strong. For what occupation in the future are you trying to educate the rural youth of Idaho? Do you have any vocational goals for them, that might be different from other parts of the country?

Dr. Luke. It is difficult for me to answer that because it is very difficult to place myself either in their shoes or somebody else's shoes. I think the previous witness also had some dealing with this. What is the need for those young people? The local district may see one need, society may see it as another; and, yet, a larger district or an area may see the need as still different. I see it, personally, that many of these local districts feel satisfied with their educational program. They are not offering vocational programs by and large. Their programs are geared primarily to the academic areas. Our accrediting program that has been done by our high school director of secondary education gives some information that might be helpful.

We have a range of offerings in the group 1 schools, which is that group of schools with under 50 students in their high school. They offer a range of only 25 to 30 units. I should say 23. We have one school that has only 23 units. They are not fully meeting the State requirements. This goes up to the largest schools, with a high school of over 2,000 young people, and they offer 123 units—which includes vocational education.

So the smaller schools of under 100 and many under the 200 range offer very little vocational opportunities for those young people. Yet those people, by and large, located in those rural areas are involved in vocational type work.

Senator Strong. Now, you have mentioned schools that have a limited offering. Do you have many schools in Idaho that are not accredited?

Dr. Luke. We have some; yes. The difference ranges in the small schools of under 100; we have about 66⅔ percent of those schools that are not fully approved. In the other group of about 100 in that area, 100 to 150, we have about 75 percent of these schools that are not meeting full accreditation. However, this drops as the schools get larger, high schools get larger, to less than 25 percent of the schools not meeting approved programs.

Senator Strong. Do you believe it is possible to provide a good education in a small rural school?

Dr. Luke. Yes; I do. Again I would like to voice my opinion along the lines that Dr. Edington just mentioned. I would hate to see the smaller school lose the closeness, the intimacy that they can gain in a smaller atmosphere, but at the same time I feel that these young people have been deprived of opportunity of selection of courses outside of the district academic area. I do believe that we can offer opportunities for these young people, in the remote areas that we cannot bus children from, by utilizing self-instructional programs. Ey, perhaps, bringing in some kind of buses with equipment. Perhaps electronic labs that are carried on wheels to giving young people a 6- or 9-week opportunity in a lab that is bused to them—rather than they bused to the lab. I see many kinds of opportunities of this kind that could be expanded and offered.

Senator Strong. On page 5 of your statement you make one suggestion for changing Federal education spending to assist rural areas. Do you believe Federal education programs, as currently drawn, offer adequate assistance to rural areas? Or, are they primarily geared to urban problems in your opinion?

Federal Programs Mainly for Urban Districts

Dr. Luke. I think some of the Federal programs have helped a little bit in the rural area. But primarily they are geared to urban, larger districts. Most of them require a proposal-type operation request. The schools in larger areas have the expertise. They have the personnel for submitting well written proposals. These are the ones that, I believe, obtain more of the funds than the rural.

When we go to a matching-type program, the rural schools are already short on money and have been reluctant to participate on a matching basis—because of the limitation of funds for matching. I think we also have, as you mentioned before, Mr. Chairman, a feeling that we are already all right, let's not get mixed up with Federal funds, especially if they come directly.

Senator Strong. In a number of areas of our Nation we have groups of people who are interested in preserving a certain characteristic. In Idaho you have a large Mormon community. Could you briefly describe the relationship between the Mormon community and the Idaho school system?

Dr. Luke. I don't see really any difference between the Mormon community and the Idaho school system—especially southern Idaho and particularly southeastern Idaho is Mormon. They have gone through much reorganization and consolidation of their school, just as the rest of the State. In fact, the largest high school in the State is Skyline High School, Idaho Falls, which is predominantly a Mormon community. These people have been very willing to cooperate and upgrade schools, just as other school districts in the State.

In some school districts, according to local wishes, they have adopted a seminary that is always located off the school premises, but adjacent to the school district or high school. There the local young people are given the opportunity, one period a day, to be excused to attend the seminary for religious instruction. These schools must, however, meet State requirements the same as any other school.

Senator Strong. I gather from your statement that despite consolidation efforts many schools are so isolated—and have such limited funds—that provision of adequate services is impossible to provide. Have you a solution to suggest for this situation?

Provide Incentive Pay for Isolated Teachers

Dr. Luke. Yes, sir. If we have more adequate funds we could do some of the things I mentioned earlier—such as, provide the type of busing of equipment or programs to these people, rather than attempting to move the people out of the isolated area. We could also provide more incentive for teachers that go into the isolated areas, thus obtaining the better qualified teachers.

Senator SPONG. Do you really think you could do that?

Dr. LUKE. Well, it is at least an ideal, sir. The Northwest Regional Lab has done some very fine things in the past few years by developing some packaged materials for rural schools.

Senator SPONG. I meant on any type of permanent basis. I know it is a great problem in my own State to get qualified teachers to go to the more remote areas.

In two of the statements that you read from the members of the Idaho Legislature, reference was made to educational television. How much of an answer do you think this will provide in improving the curriculum?

Dr. LUKE. If I understand you correctly, I think I hear you asking how much will television actually help these rural people.

Senator SPONG. Yes. The implications of State Senator Barker's statement, and the other that you read to me, were that once this service becomes available this will provide part of the remedy. Do you have educational television in these areas now, or is this something forthcoming?

Dr. LUKE. We do not have educational television except in two areas: Moscow and Pocatello, Idaho, which is carried through the University of Idaho and Idaho State University, respectively. These do not reach all of the regions, even in those particular areas of the State, because of the mountainous terrain.

Senator SPONG. Has it been reaching rural areas?

Dr. LUKE. Some of the near rural area; yes.

Senator SPONG. Are you in a position to evaluate that?

Dr. LUKE. Not at this point, sir. With the advent of the casettes—providing opportunity for schools to utilize educational television at the times that are most beneficial to them—I, personally, see a greater advantage for educational television than I do, at this time, when we lack equipment—video equipment—for taping the programs.

Senator SPONG. Dr. Luke, I thank you very much for your testimony and your appearance here this morning.

Dr. LUKE. Thank you.

Senator SPONG. We are very pleased that the Senator from West Virginia, Senator Randolph, is also here this morning.

Last, we have a group of witnesses from West Virginia. I will ask them to come forward; we will now hear from Mr. Drosick, Mrs. Powell, and Mrs. Justice of McDowell County, W. Va.

I will ask Mr. Drosick, Mrs. Powell, and Mrs. Justice to come forward if they will. Is Mr. Martin with you this morning?

Mr. DROSICK. No, sir.

Senator SPONG. We are very pleased to have you with the committee this morning, and we are also pleased that a member of this Select Committee, Senator Randolph from West Virginia, is also with us for the hearing this morning.

Senator Randolph, would you like to say a few words?

STATEMENT OF SENATOR RANDOLPH

Senator RANDOLPH. Thank you, Chairman Spong. I have returned to Washington from West Virginia that I may be with these persons from our State. They are testifying today—during these hearings

that you, Senator Spong, have taken special interest in holding—that we may focus the attention where it needs to be focused, at least in great degree in our select committee, on the problems of equal educational opportunities for those children who live in the rural sections of the United States.

West Virginia, as we all know, is a rural State, perhaps second only to Vermont as a rural State.

I do feel, Chairman Spong, it will be very helpful to have the testimony of Mrs. Powell, Mrs. Justice, and Superintendent Drosick—all citizens of McDowell County, W. Va. McDowell is one of our most mountainous counties in the State—a State of mountains.

I do make this passing comment, Mr. Chairman. When we discussed in our committee hearings the problems of, let's say, need for equal educational opportunities from the standpoint of other situations, the cities being involved, we have had our committee rooms crowded with persons who were there to listen to the witnesses. We have, of course, a situation today that is just the reverse. Thus we might wonder, are people interested only in the problems of equal educational opportunities in the metropolitan areas of our country? Do they realize that the problems are very acute—they haven't really understood what we have in the way of real problems—in a State like West Virginia and other States?

We do know that in West Virginia, Mr. Chairman, there are many of our children—literally thousands of them—who live in isolated rural sections of our State. It is very, very difficult for them to have the necessary transportation to go from their homes to the schools. We do have these unique problems of education in rural areas. I am appreciative that we have Mrs. Powell and Mrs. Justice. They come from a committee, formed at the local level, that has been trying to come to grips with these problems. Now we are going to have a feeling of understanding and appreciation of what you say. I want you to feel no hesitancy coming, as you do, from McDowell County, to give us your inner feelings about the problems you have there. What you have to say, I want you to say. I think this committee will want to hear it.

Rural Areas Need Revitalization

It is for that reason, Senator Spong, that I came here today to be with you. I think it is important that we have a renaissance within the rural sections of the United States. This is a subject for another discussion, but I think we need to give attention—which we have not yet given—to strengthening the rural areas of our country from the standpoint of the educational programs; and, also, the opportunities for gainful employment.

Though I am not critical this morning, perhaps I would say that I doubt that we have given enough attention—perhaps in our committee or Congress—to these matters that are very critical for States like West Virginia. In fact, in many, many rural States. I doubt that the professional educator has given his attention to the problems of the rural section, as he might have done. I do realize that the larger and more urban populations lend themselves more readily to the pressures that call for study. I'm sure, Senator Spong, that you and

Senator Mondale, the chairman, do not want our Select Committee to fail to give the same attention, very careful attention—hopefully, recommendations that we can reduce from the testimony given to us by persons like these today—in an effort to more fully understand and come to grips with the matters that concern the fathers and mothers, the members of the board of education, the superintendent of schools in a county like McDowell.

I have nothing more to say at this time: except, to express my personal appreciation for your coming and our desire to counsel with you very carefully—we hope helpfully—in the matters concerning the area of West Virginia in which these witnesses live, and rear their families, and hope to have their children educated from a quality standpoint.

Thank you, Mr. Chairman.

Senator SPONG. Thank you very much, Senator Randolph.

Now I understand, Mrs. Justice, that you will testify first, and then either of the other two witnesses can follow with anything that they have to contribute. Then we will have questions after the three of you have finished.

STATEMENT OF MRS. BETTY JUSTICE, McDOWELL COUNTY, W. VA.

Mrs. JUSTICE. My name is Betty Justice, and I am a member of the Sandy River District Committee for Better Education. I am also here on behalf of our chairman, Franklin Church, he was unable to attend this hearing because of personal business. I have a statement also for myself, but I would like to read Mr. Church's statement first.

Senator RANDOLPH. May I interrupt, Mrs. Justice, to ask you how the committee was formed; how many members there are? Did you do it within your own local community feeling the need; was it stimulated by others; or, did you feel the need to bring a committee, such as this, into being?

Mrs. JUSTICE. Well, I will try to answer. As you know, we have a lot of problems in McDowell County, especially in our community. We organized first, with, maybe, parents that were getting aggravated with things that were happening and couldn't do anything about it—at least that's what they thought. So we all got to talking; then we began to have meetings at the center—the Bradshaw Center—and there was, I guess, about 20 parents really interested in the education of their children. This is how this committee came about. Of course, some of the parents have dropped out, but still there is, I guess, about 20 or 30 in our community. Of course, there are other communities that have the same type of committee.

Senator RANDOLPH. There are perhaps 20 families involved actively now in your committee?

FEAR OF REPRISAL CHOKES MANY

Mrs. JUSTICE. Yes; there are so many that are really interested in this and want to do something, but they are afraid to. Where we live the biggest majority of the people are on welfare, and they are scared to speak out because they are afraid that their check could be cut out.

I mean, I have worked at the welfare department, and I tried to explain to these people that this is all wrong. They want you to get up and tell what you believe, but yet they are just sort of set back. They will tell us of the problems that they are having with their children; but, yet, they won't—like the board of education meetings—they wouldn't go. They are afraid to go. So there are so many people that really are interested, but they are scared. I would say there's 20 to 30 people, I mean parents, that are really behind this committee.

Senator RANDOLPH. Thank you.

Senator SPONG. Go ahead, Mrs. Justice.

Mrs. JUSTICE. I would now like to read a statement by Frank Church, chairman of our committee for better education, in Jolo, W. Va.

PREPARED STATEMENT OF FRANKLIN CHURCH

CHAIRMAN, SANDY RIVER DISTRICT COMMITTEE FOR BETTER EDUCATION, JOLO, W. VA.

Mr. Chairman and committee members, this statement concerns the efforts of our people during the past 16 months. As you are aware many contacts were made at the State and Federal levels. However, our plea for an investigation of the McDowell County School system was not made even though we all stated that we were almost certain that State and Federal laws were and still are being violated. We are sure that the E.S.E.A. monies are not being spent as required by HEW.

We are sure that the school lunch program is not being carried out in compliance with the National School Lunch Act. Many of our children are still without a school lunch program at all, while many others receive what is called a bag lunch. We are sure the bag lunch is not a type "a" lunch. I am enclosing a copy* of this week's menu for the Jolo grade school, I personally think the so-called bag lunch is nothing more than a snack.

I am enclosing letters* received from Mr. Martin, Dr. Carr and State and Federal officials. Please note the difference in the letters from Mr. Martin and Dr. Carr dated September 17, 1970 relating to the board meeting.

While our new superintendent says that our school system is good and will be even better soon, it is still my belief that there is still misuse of funds, discrimination and that the school system is still operating under the leadership of Mr. Martin.

If many of our children are without a lunch program, without educational television, and the equal opportunity of other children in this county, there must be misuse of funds and discrimination here. Also, the need for more special education classes in Sandy River District, expressly in the Bradshaw area indicates discrimination.

Therefore, I am making this plea. We the people need an investigation of the McDowell County School System to find out once and for all if there is any discrimination or misuse of funds. Please contact the officials of HEW and USDA and request an investigation here. Also, it is important that your Committee come to McDowell County and have a hearing and demand a complete audit of the books, records, school lunch applications and financial statements of this school system. Enclosed is a copy of last year's statement. As you can see it is not complete. This statement was supposed to be made public in July. However, it was not made public until December. This is only one violation. We know there are many others, so please help us!

I am very sorry that I am not present at this hearing, but I have to stay here in McDowell County and monitor school activities and help the parents and children with their problems. Please take into consideration all of this information submitted in our behalf.

Senator SPONG. Mrs. Justice, this is a statement that you are reading in behalf of Mr. Franklin Church, who is the chairman of the Sandy

* See Appendix 2, pp. 6518-6520.

River District Committee for Better Education. Now along with that statement there are some letters that are mentioned in the statement. There is a menu for Jolo Grade School that reference is made to, and then there is a copy of last year's statement of the school system. Are all of those being submitted today? Do you have that material with you:

Mrs. JUSTICE. Yes; it has already been submitted.

Senator SPONG. All right, we will receive those as attachments* to the statement that you have read in behalf of Mr. Church.

Senator SPONG. Now do you have a statement of your own?

Mrs. JUSTICE. Yes, sir; I do.

Senator SPONG. Would you proceed with that?

PREPARED STATEMENT OF MRS. BETTY JUSTICE

Mrs. JUSTICE. Yes, sir.

Mr. Chairman and members of the committee, I am in your presence this day because I am deeply concerned about school conditions in McDowell County. I am a member of the Sandy River District Committee for Better Education and was present at each meeting with the board, as well as being in contact with State school officials, including Dr. Roger Elser, State director of special education.

CHILD DENIED SPECIAL EDUCATION CLASS

My greatest disappointment is with special education in McDowell County. I have an 8-year-old daughter that needs to be in a special education class. However, she was repeatedly been denied that right. I sent her to the State of Georgia where she was allowed to attend special education classes for 5 months. I brought her home thinking that surely she would be enrolled in school here. However, she has been denied that privilege once again, and I'm tired of hearing the school official say: "No, Mrs. Justice."

I'm sorry, gentlemen. Something must be done.

Senator RANDOLPH. Mr. Chairman, may I inquire?

Senator SPONG. Yes.

Senator RANDOLPH. Mrs. Justice, you speak of your 8-year-old daughter. Does she have a physical, or some type of handicap, you are speaking of that needs special educational assistance?

Mrs. JUSTICE. Yes. Well, this, I would like to tell it in detail, if I may.

Senator RANDOLPH. Yes; we would like for you to.

Mrs. JUSTICE. Well, June Allison, she was taken to the crippled children's doctor, Dr. Schwartz. Without any type of X-rays, electroencephlogram, or anything, he said she had brain damage. Now, at this time, June Allison was 3 years old. The only physical defect I could see was a slight limp.

She was tested by Dr. David Wayne, and I was requested to bring her back at the age of 8.

My daughter entered Headstart at the age of 5, and without any problems. She got along with the children well. With this I was think-

*See Appendix 2, pp. 6518-6521.

ing, you know, maybe she can go to school. So, when she got 6, I tried to get her in school.

Now Mrs. Howell, who is over special education in McDowell County—when I was working at the welfare department—she called me one day and told me that June Allison could go to special education classes there, as long as I would provide transportation. But, before this, I had gone to talk with Mr. Martin, who was then superintendent of the school, and I asked him permission to let my daughter be enrolled in summer school. The summer school would prepare the children to go into regular school that fall. I told Mrs. Howell of this, and then she said: "Well, no, Mrs. Justice, your daughter can't go to school." But she had gone to summer school for a week, with no problems. I told the teacher if there was any problems to call; that I would come and get June Allison. But there was no call until Mrs. Howell told the principal of the summer school; and, they brought June Allison home the following Monday.

You know, this, of course, was really upsetting. So I tried again; I mean like all of last year I tried. They would say put her in day care. Well, she went to day care for 2 weeks—as long as I provided transportation. June Allison just could not adjust to these children in day care because they were foreign—some of them—and she couldn't talk with them. These children, it was hard for me to even just be with them. It was just too much. And my daughter was getting real nervous and upset; so I took her out of day care.

Then Mr. Martin suggested that June Allison be tested by the psychiatrist for the board of education—his name is Dr. McCoid. At this time I was in the hospital. I wasn't with my daughter when she was tested. My sister-in-law went with her and also my mother-in-law. Dr. McCoid stated that June Allison had the mind of a 2-year-old; and, they wouldn't promise any further than a 5-year-old at the age of 25.

Now this really took me off. I mean, I am with my daughter—of course, I am a mother talking now—I know what she can do and what she can't do; and, I know she has more ability than a 2-year-old.

Now She Doesn't "Qualify"

So they said, "we can have homebound teachers come to your home." This was also at one of the board meetings. I asked Mr. Martin, and he said if I could find a homebound teacher they would pay. But, I didn't know where to go to start. The only thing I could do was talk with teachers, that I knew, and see if they could suggest someone. Finally I talked with one teacher, she had been a homebound teacher. So one day Mrs. Howell called me at the office and I asked her. I said, "Mrs. Howell, I think I have found a homebound teacher for my little girl." She said: "Well, Mrs. Justice, your daughter is not qualified for homebound teachers; your daughter can go to day care." Every time I asked for something, it still came back to day care.

Day care would be fine, but I don't want my little girl in day care. They had a special education class at Raysal—the bus passes by my house—and yet they will not let her go. I mean, you know, if they would at least try, then if it doesn't work out I would say, "well,

maybe they are right." But they haven't proven to me that they are. They are telling me a lot of things—like your daughter has the mind of a 2-year-old—and I just will not accept this.

So this year I started my little girl back in Headstart again, so she could be with normal children. She is OK; I mean, she had gone through this thing 1 year and she knew it. She was bored with doing the same thing over; and, she was just a little bit bigger than the other children that was there.

Mother/Child Separate for Education

When my brother came in on leave—he is in the service—he wondered why, with all the schools in West Virginia and schools in McDowell County, that my little girl wasn't in school. So, I told him the story. Then he took my little girl to Georgia; he said he knew something could be done there. Well, I had to adopt my daughter out just so she could go to school. They took her there. My brother was in Vietnam at that time, but my daughter was with my sister-in-law.

They took her to the doctor. The doctor said, mostly, it was lack of education, what was wrong with my daughter. They think she is not retarded as bad as the doctor said, that she is emotional. And so I thought, well, I will leave her down there; but, I couldn't do that—so I went and got her.

Then I talked with Mr. Drosick, and he said, "Just as soon as we get the report from Georgia we will see what we can do about putting June Allison in school." And, I talked with Mrs. Howell, and the same thing.

My daughter has a right to go to school. I have two other children that go to school, and every morning June Allison gets up, she is ready to go to school, and I have to say "huh-uh, not today." It's just the same old story.

It is not only my child; there are several children that I, personally, think are being deprived of an education. And what is life without an education? Where can she go, what can she do, when she gets older? Now is when she needs it. Wait 2 or 3 more years, what then, same old thing. And these schools are right in McDowell County, they are 7 miles from my house. Can't they at least let her try?

You know, this is aggravating. I have done everything, it is not working. It's not fair. It's wrong.

Senator Randolph. Mrs. Justice, you have read a statement from Mr. Church in which he says there is misuse of funds; and, in which he says there's discrimination being practiced. Do you agree with Mr. Church?

Mrs. Justice. Well, I will not answer for Mr. Church. I think he should answer these questions. The way I feel about Mr. Martin at the present time I don't think I could give an honest—just sort of say something real bad.

Senator Randolph. But, you are here as a witness to say that you believe—in reference to the matter of your child—that there is a program that you think could be helpful to her; which is not being given the opportunity to work in her case; is that right?

Mrs. JUSTICE. That's right.

Senator RANDOLPH. You also are an active member of the committee. You hear, from time to time, of conditions that you believe are improper—perhaps wrong—is that correct?

Mrs. JUSTICE. Yes, sir.

Senator RANDOLPH. That you have knowledge of them, yourself. Is that correct also? You have knowledge of conditions that you think are improper and wrong in the handling of the educational program of the children in McDowell County?

CLAIMS IMPROPER CONDITIONS FOR CHILDREN

Mrs. JUSTICE. Yes. There's so many things that I don't understand. I am a little emotional about certain things; but, there's so many things that goes on that you know it is not right. I mean like, for instance, my sister has a little girl. She went to school at Filbert, where my children are going now, and she has a speech problem. She couldn't talk plain and the teachers couldn't understand what she was saying. So this one teacher—I think the child was making some racket in school—put her in the back of the class and tied her hands to the seat and taped her mouth up to keep her quiet.

You know, people are scared. They are afraid to get out and say things. It is true; they see it, they know it is true—but they are scared. They are afraid of getting jobs taken away from them, if they are working people; and, if they are on welfare, that something could go wrong and their checks would be cut off.

There are many things that I don't think are right in that school.

Senator STONG. Mrs. Powell, we would like to hear from you now.

STATEMENT OF MRS. BIRDIE POWELL, COON BRANCH, W. VA.

Mrs. POWELL. My name is Mrs. Birdie Powell. I live out on Coon Branch Mountain in West Virginia, and I have lived out there for 41 years. I came here today for the benefit of the children out on Coon Branch Mountain—at least I hope I did.

I started to school at Grapevine—and I am 41 now. The school has always been in the same condition as it was when I started until it was burned down September 1. I never saw any improvement in it. There has never been a child from Coon Branch Mountain ever graduated. They are just operating to the sixth grade, then that's it. They just go home. There ain't nowhere else for them to go to school.

Robin Godfrey—he taught our school out there last year—he asked the parents if they wanted to come over and wash the walls of the school, and some of us did. I think about four of us went over, and we couldn't wash it. We just made a real bad mess. And I told him I thought there could be something done about it. I was just asking him—like I was with you—if there could be something done for the children. He said if enough got together—the parents stuck together with it, and so forth—that we could get something done.

Then I went to the community meeting at Bradshaw where Frank Church is the chairman, and talked to him about it. We wrote up petitions and took them to the board of education to see if we could

get some gravel put on our school ground, and get some water up there. Our children didn't even have water. They had to carry it in jugs, go down in the hollers to get it, and carry it up.

Coon Branch People Denied Entry

So we went up to the board of education that night for the meeting—Frank Church's group went and also the group from Coon Branch Mountain. When Frank went through the door, Mr. P. K. Martin said "the Coon Branch people is not allowed in here, they have to stay out." It was published in the paper that it was a public meeting—that everybody was invited. Then Frank Church asked him "why?" He said, there wasn't enough chairs. So Mr. Church told him that the men could stand and the women could sit—so he went ahead and let us in. But, like, he didn't want to talk to us, the board members didn't, and we was about half afraid to go in there, that we wasn't welcome.

So we asked him if he could close the school; or, if he could do something to help us get the road out to Coon Branch Mountain so we could get the bus out. He said, there wasn't enough money in progress at the time being.

Next we took our problems to Governor Moore. I went into Governor Moore's mansion last October—I think it was about the 18th of October—talked to him about the problems and told him what we went through.

You see, they graveled the road up by Beartown, and out on Coon Branch Mountain they was to put a bus out there but it was real dangerous for the children to ride the bus. The bus driver would let the kids off, and they would walk a piece, and he would put them back on. Then he would slide and tell them to jump up and down in the back. That's what kind of road we've got. Some of the parents are not sending their children on the bus, today, because it is so dangerous. They are hauling them off, and hauling them back on the mountain. The road is real narrow for the bus, even for two people to pass in cars.

Staff Member Can Verify Road Conditions

Right over there is Donn Mitchell. He has been out my way, and he knows that it is real narrow, and it is real muddy. He knows what the condition is.

So we didn't want the bus to go out by Beartown because that's 14 miles out of our children's way. It would be real simple to fix the road up in Coon Branch, just be about a half hour's drive for the children, on and off.

We went to talk to Governor Moore about it, and he said "If you want the road to go down Coon Branch, that's the way we will do it." And he said he would see how soon he could get into it, maybe by this fall term of school. Well, we really looked forward to that. We waited and waited, and he had some men come out and they surveyed the road last fall, but that's all he did.

We went back up last month—I don't know just what day it was—to Governor Moore, and talked to him. He said he would promise us, definitely, that he would try all in his power to get the road out there by this term of school. So far he hasn't done anything, although the

schoolbus has gone out and down the other way to school—but it is dangerous still yet. The children complain of headache, and they cry and vomit when they ride the bus, and they can't half tend to their classes.

I have a boy that is 17, and he went to Iaeger last year. This year he won't go to Iaeger because he said if he had started to Iaeger then he would have went on. But, since he had to start in Iaeger in the ninth grade—they were different in Iaeger than what they were out on Coon Branch Mountain—he would rather not go down there, because he couldn't keep up with them. He just had to quit. He said it was just too much for him.

Senator SPONG. Well, now you said a school burned down in the Coon Branch area. Did I understand you to say that?

Mrs. POWELL. Yes, sir.

Senator SPONG. How many schools are in the Coon Branch area?

TO PROVIDE WATER, PARENTS BOYCOTT SCHOOL

Mrs. POWELL. There were two schools out on Coon Branch Mountain. One was called High Nob and one Grapevine. See, we boycotted the school when they wouldn't do anything about fixing the playgrounds, or putting the water out there, or anything. We boycotted it because we needed water for the children. We invited Mr. Martin, and the board members, and the State roads officials, to come out to the church meeting. We had a meeting in the church. Mr. Martin and maybe one of the board members came out, but the State roads officials didn't. So they didn't do anything there.

We decided, then, that we would boycott the school. And we invited him out, to let us vote on it to see how many wanted it closed, and how many wanted it open. But the schoolhouse burned the night he was supposed to come out. We didn't know what burned the school. The church house also burned. We set our own school up in the church house and taught school there for maybe a month or so. When it burned we brought our tents, and we had two real nice teachers. They are really educated teachers. I believe they are as good as any we have ever had.

Senator SPONG. Is the school that burned the one that you attended?

Mrs. POWELL. Yes, sir; I did.

Senator SPONG. I understood you to say you have lived there all your life. This is the same school that you attended?

Mrs. POWELL. Yes, sir.

Senator SPONG. You mentioned the conditions, insofar as the road and the lack of water are concerned, but could you describe the schools themselves—the one you attended, and the other school. How large are they, what facilities do they have, and how many students have been attending these schools?

DESCRIBES SCHOOL'S "FACILITIES"

Mrs. POWELL. Well, it's a one-room school that was out at Grapevine, and there was about 28 students attended that school at all times—sometimes 31. It would go up and then come back you know. We had outside toilets, and we had coal stoves, and had wasps, and no water at all.

Senator SPONG. I see.

Mrs. POWELL. Children just couldn't attend their classes hardly. And the playground was real steep. Sometimes when the teacher would come down he would fall, or maybe a women. Sometimes there was women teachers and sometimes men teachers. The children would be mud up to their knees when they got up to school. I was the janitor there last—I believe it was last year or year before last—and the little children would come in crying, when they carried water, and I would blow on their hands.

Senator SPONG. I understood you to say that your son attended school in the town for a short while.

Mrs. POWELL. Yes, sir; he did. Last year.

Senator SPONG. And his feelings were that there was a vast difference in the curriculum in the two schools; and that he could not keep up in the school in town.

Mrs. POWELL. Yes, sir.

Senator SPONG. Do you agree with him, or are you in a position to evaluate what he told you?

Mrs. POWELL. Yes, sir; I am.

Senator SPONG. What is the distance between Coon Branch Mountain and the town of Iaeger? Is that how you pronounce it?

Mrs. POWELL. Yes, sir. The way the bus goes out, it is 14 miles out of the way. It has to go up the ridge by Beartown and down the main road into Iaeger; when it could come up Coon Branch—I don't really know—about 5 or 6 miles, and it would be real closer. That's where we do all our business, that lives out on this end of the ridge on Coon Branch Mountain. The bus makes a complete circle to come around and get the children, then right back where they come out. They come out almost at the schoolhouse beyond the highway.

5 MILES TO A BETTER EDUCATION

Senator SPONG. In effect, what you are telling us is that there is a great difference in two schools that are really no more than 5 miles apart—as the crow flies, not as the schoolbus goes?

Mrs. POWELL. If the schoolbus would come down Coon Branch it would get all the children. Some of the children now are walking from High Nob—where the High Nob School was—up the mountain to catch the bus down the other way. If it would come down the mountain they all could get on it—they wouldn't have to walk. Some of the children are real small.

Senator RANDOLPH. Mrs. Powell, how many children would you say are involved in coming to the bus the way it operates at the present time?

Mrs. POWELL. Well, I just guess—I believe there are about 54.

Senator RANDOLPH. Fifty-four would come from the Coon Branch Hollow, and the High Nob School, Walnut Tree areas, is that right?

Mrs. POWELL. Yes, sir; I think so.

Senator RANDOLPH. Fifty-some children?

Mrs. POWELL. I think so. I think it is 55.

Senator RANDOLPH. What is the reason why you are told the schoolbus comes up to the Collins Ridge area and then backtracks down the

mountain instead of making the circle—as you have indicated, would be helpful? What is the reason? Is it that they say the road is not adequate from the area of the old Grapevine School or Collins Ridge? Is the road not adequate through Walnut Tree and High Nob and in Coon Branch Valley to take care of the bus?

Mrs. POWELL. Well, it is a little steeper than it would be down by Beartown for the bus. That's the reason why it is going out and down by Beartown right now; it's because the road is so steep up Coon Branch.

Senator RANDOLPH. Is this the matter you went to discuss with the Governor?

Mrs. POWELL. That's right.

Senator RANDOLPH. The matter of the improvement of this section of the road; so, that the bus could make this circle from the Beartown Hollow around into Coon Branch Hollow?

Mrs. POWELL. Well, it could come down Coon Branch if the road was fixed and come out right where my children gets on—or where John Delp lives really. He could make his turn and come back out of Coon Branch. All of the children are just a small ways from where I live.

Senator RANDOLPH. What you are asking, Mrs. Powell, is that the road be improved. It looks to me like the entire road needs to be improved, even the road that now is being used by the schoolbus.

Mrs. POWELL. Yes, sir.

Senator RANDOLPH. You are talking about from the mouth of Coon Branch, the road to run by High Nob School, Walnut Tree, Collins Ridge, old Grapevine, Powell Road, and back down into the mouth of Beartown?

Mrs. POWELL. It wouldn't have to go up and down Beartown really. That is the way it is going. We just want it to come down by John Delp; and turn and come back out. There's no children from John Delp on. John Delp is the last that children get on every morning.

IMPROVE ROAD FOR EDUCATIONAL OPPORTUNITY

Senator RANDOLPH. You are then saying—and I am sorry to belabor this point, but we want to know that we can discuss this with the State highway officials—you are asking, then, that the road be improved. That the bus operate from the mouth of Coon Branch up to the area about Collins Ridge and then go back again; is that correct?

Mrs. POWELL. Yes, sir.

Senator RANDOLPH. That it not be a complete trip from mouth of Coon Branch over to Beartown, and Beartown back to mouth of Coon Branch?

Mrs. POWELL. If the bus runs up and down by Beartown—about 14 miles—it has to pass, and sometimes it will put that bus right over in the ditch. I know the coal trucks run on the road. There are lots of coal trucks that travel Beartown, and we have only the one man that runs the mine out our way. He says he will cross the road and go down the hollow; he won't run over the road if Governor Moore will see that it is fixed.

Did County Board Request Improvement?

Senator Randolph. For our record, Mrs. Powell, I think that Senator Spong and others of us would want to know if the county board of education, that is the McDowell County Board of Education, has requested the State highway commission to improve this road, and operate a bus—as you have asked here.

Mrs. Powell. When our group from Coon Branch Mountain went up, we asked Mr. P. K. Martin would he write to the State road commissioner for us and ask to have the road fixed. He said he would. Then one of my neighbors on the mountain, Mr. Lloyd Mullins, said he got a reference back to it—he had wrote the letter and signed Lloyd Mullins' name to it. He didn't sign his. So the State road man came out and wanted to know why Lloyd Mullins wanted the road fixed. Mr. Martin wrote the letter for Lloyd Mullins, signed Lloyd Mullins' name to it, so he told me yesterday evening.

Senator Randolph. Mullins is not a board member; is that correct?

Mrs. Powell. No, sir; he is in our group.

Senator Randolph. In your group. Well, then the board of education, as you understand it, has never contacted the highway commission?

Mrs. Powell. As far as I know, he hasn't.

Senator Randolph. We can develop that later with the superintendent, but we wanted to have your thinking on it.

"Condition Should Not Continue"

Well, even before Mr. Drosick testifies, Mr. Chairman, it doesn't take very long—if they study even a rough drawing—to know, that with the conditions Mrs. Powell has indicated, that this sort of condition should not be allowed to continue.

Senator Spong. Well, I certainly agree with you.

Senator Randolph. That's all I want to say now.

Senator Spong. Thank you.

I am concerned, Mrs. Powell, beyond the logistics of these roads, which are a little difficult for me to follow. If a school in a town so near has such a better educational offering, do the parents out on the mountain want their school rather than having their children attend the school down in the town?

Mrs. Powell. Well, I would rather my children attend school in Iaeger: if, like when they started, they could have started there and finished.

Senator Spong. I understand that. But, if you were able to start them off in Iaeger, how inconvenient is that? I am getting into a very very broad subject here, but it just seems to me that the offering—based upon your son's feeling—is so different in two localities, within the same school division, so close to each other that I wondered if the local feeling on the mountain was such that they prefer their own school.

Mrs. Powell. No: they would rather have them in Iaeger.

Senator Spong. They would rather have them?

Mrs. Powell. Yes, sir; rather have them in Iaeger.

Senator RANDOLPH. Now, you are talking of the elementary school at Iaeger. Of course, we have the high school. But you indicated that the pupils, after having gone to school at one or more points that you have discussed, apparently do not go from the elementary school into the high school at any place; is that correct?

Mrs. POWELL. No, sir; they have never went. Some of the children has tried to walk off—like if the parents wants them to get an education and the children wants to have an education—because there's nothing else there for them in West Virginia. They will try to walk off, and they will walk maybe a week or so. It is so hard through the snow and ice from the walk, when winter sets in, they just have to quit. They have to leave a'bout maybe 6 or 7 o'clock and get in way after dark. I have picked some of them up myself and brought them up after dark—little bitty fellers, had to walk right up Coon Branch.

Senator RANDOLPH. Then, Mr. Chairman, as I understand what Mrs. Powell is saying, is even though she would rather have the children—and others perhaps think as she does—go to Iaeger to the elementary school, that there is no way the children can get to that school. Is that what you are saying?

BUSING 28 EXTRA MILES DAILY

Mrs. POWELL. They can now. See, they put the bus out on Coon Branch Mountain. They can get down there now. They can start in that. All the children can, by going out and down by Beartown. But the bus is going 14 miles out of the way. That's why our problem is not solved.

Senator RANDOLPH. When did this bus begin operation?

Mrs. POWELL. I believe it was the 19th day of October.

Senator RANDOLPH. We will have to talk to Mr. Drosick about some of these matters. It doesn't seem to me that there is any valid reason why that bus cannot operate from Collins Ridge area, through the sections I have mentioned, into Iaeger. It is lesser mileage. You say it is more mountainous?

Mrs. POWELL. Yes; but Governor Moore said he would build the road, you know.

Senator SPONG. Let me see if I understand one thing here. I have for many years, said that the Federal Government couldn't run all these local school systems from here in Washington; and, I am not about to try to start with you. But, I am struck with a statement I think you made that no one on Coon Mountain goes beyond the eighth grade.

Mrs. POWELL. Beyond the sixth grade.

Senator SPONG. The sixth grade?

Mrs. POWELL. Yes, sir.

Senator SPONG. Now, if they did go from the beginning to the school that your son went to for a short while would there be a better chance they could go on to high school?

Mrs. POWELL. That's right. You see, they started at a one-room school. When you have a child start in a school that starts in the first they teach it up to the sixth grade and promote it into the seventh.

We have a girl out there, she was 13, she got promoted into the—at Grapevine they taught to the eighth and at High Nob they taught to the sixth—she got promoted into the ninth. But, she had to quit school, right then, when she was 13. After we boycotted the school and got the bus out on Coon Branch she started back, and she is now in the 10th.

Senator SPONG. Did the bus come because of the boycott?

Mrs. POWELL. I would say so, yes.

Senator SPONG. Thank you. Senator Randolph, I think we ought to hear from the superintendent now.

Mr. Drosick.

STATEMENT OF JOHN DROSICK, SUPERINTENDENT OF SCHOOLS, McDOWELL COUNTY, W. VA.

Mr. DROSICK. Thank you, Mr. Chairman.

Senator Spong and Senator Randolph. I want to apologize that Mr. Martin didn't make it here today. I wish he had, and I had stayed home. But I just feel like he could have supplied us with some information.

Senator SPONG. For the record—I think this has been touched upon, but I would like to get this clarified. You are a new superintendent in McDowell County?

Mr. DROSICK. Yes, sir.

Senator SPONG. How long have you had that post?

Mr. DROSICK. About 2 months. I was an assistant prior to that, assistant superintendent.

Senator RANDOLPH. How long have you been in McDowell County in the educational system?

Mr. DROSICK. I was born and reared in McDowell County, been there all my life, 38 years. And I have been in the school system 14 years.

I would like to make one request* to Senator Randolph before we go on further. That, when you get back to West Virginia, you would contact the State superintendent of schools requesting a program and financial audit of our Title I funds, and USDA funds. I think there is a pretty serious indictment that has been made concerning misappropriation. We can stand the fact that we may have poor judgment, probably we do in many cases, but not misappropriation as denoted in the previous statement.

I notice also there is a tremendous amount of interest put in the fact that I didn't have a prepared statement. Probably it is good that I didn't. I probably wouldn't have known what I was preparing it for or what I was addressing it to.

NO DIFFERENTIATION FOR EDUCATIONAL PROGRAMS

I would like to go back first to the statement made by Dr. Edington, stating that you shouldn't identify a program as such for rural or urban education. I would have been disappointed had he made a distinction.

*See Senators Spong and Randolph's comments on p. 6395.

I think that we can say that a program, a good program in a rural school is a good program in an urban school. Math is math whether it is in Roanoke, Va., or whether it is in Rocky Gap, Va. The same way with reading, same way with logic, methods of thinking, respect, attitude, and so forth. If it is a good program in a rural school it can also be a good program in an urban school.

I would also like to discuss just a little bit about the little red schoolhouse you talked about earlier, versus the larger schoolhouse. When we talk about the difference between the two, we can actually compare them in McDowell County. We have both. At the present time we do have still two one-room schools; and, when we compare the two we are talking about economics, we are talking about people, and we are talking about probability. In the one-room school you have these things absent; multireading levels are hard to form; you do not have media centers; you do not have appropriate libraries; you don't have ETV; in many cases you don't have facilities for gymnasiums, and so forth. Neither have you music opportunities, nor do you have the best prepared teachers. Your nursing facilities, your other pupil personnel services are also absent.

Taking Students to Better Services

It is for this reason that we can do one of two things in providing equal educational opportunity. We can either take these things to these people or else take these students to these services. Now we have chosen the latter. We have the feeling that there is enough documented evidence to state that the child will get a better education in a larger school.

Now, on this basis we have closed approximately 16 one-room schools in the last 2 years. We are down to two now. We are trying to get them into educational complexes where they have all these opportunities we are talking about. Even though there is a tremendous amount of gloom that appears to be over this committee—in the fact that there are not educational opportunities—I feel we have made a lot of progress. I think we are going to make more within the next several years.

We are down to two one-room schools. We have very few two- and three-room schools. At one time 50 percent of our population was in 12 schools, so that you can imagine the spread existing with the rest of the population.

Senator Randolph. I want to interrupt, Mr. Drosick, at that point. You speak of the closing of a certain number of one-room schools over a certain period of time. Now, you had a certain number of pupils that were enrolled in that number of schools. When the schools were closed, did the same number of pupils go to the consolidated schools?

Mr. Drosick. Approximately, yes. Of course, historically at one time in our county we had 25,000 students, approximately 80 or 70 one-room schools; come modern times, we have something like 14,000 kids, 50 schools. But even last year, or year before last, we had as many as 70 schools. We are leveling off in our student population and also reducing the number of schools, which means these students are being consolidated into larger school programs. We are transporting probably upwards of 11,000 students. We are getting these students into

comprehensive educational programs that Dr. Edington and Dr. Luke talked about. We feel, just as they do, that this is important that we do this, and that these are where the opportunities are.

There are a few statements that do disturb us. One that Dr. Edington made, that even after you make these physical facilities, teaching facilities and techniques available, you still must contend with the fact that a great deal of achievement is not due just to the school setting, but is also to the family, the socioeconomic status, family structure, and so forth.

Getting back to the statement. We are making these things available, we are getting educational television available to them, we are up to 65 percent of our classrooms. We hope to get it 100 percent probably by the end of this year. We think that educational television is a very good supplement to the educational program.

So despite the fact that most people feel we aren't making progress, we are, and it appears to be indicting an entire school system for a few sections that certainly are isolated and are hard to do anything with. I would be the first to tell you one-room schools are not high priority areas. But we are closing them out. We have had attention focused on them, and we feel that something is being done about them.

Federal Grants Provide for Personnel

We are very grateful for the Federal grants that we received—even though we feel like some of the Federal grants could be streamlined and could be administered more easily. We have instituted an entire pupil personnel department from Federal grants, our community services, higher special education services, and guidance services, and this is entirely, practically, from Federal sources.

Also our ESEA Title I funds are spent primarily for pupil personnel services. We don't even have, like some school systems that I read about that maybe even have band or music under Title I—we have stuck to the most fundamental pupil personnel services with these funds, and we don't feel comfortable when we are indicted about their use.

I will be glad to answer any questions I can.

Senator Spong. For the record, would you describe McDowell County in terms of population and the school population and the area that it encompasses?

Mr. Drosick. We are the southernmost county——

Senator Randolph. We are next to you in McDowell, contiguous.

Mr. Drosick. Extremely mountainous, part of it, approximately 55,000 adult and student population. A little over 13,000 student population; 48 schools, are considered rural.

Senator Spong. Thank you very much.

Senator Randolph.

Senator Randolph. Mr. Drosick, you have indicated that I would ask the State superintendent of schools to make an audit of the situation in reference to misuse of funds. That has been charged in our hearing this morning. Has that ever been requested?

Mr. Drosick. Sir, we have a program on it every year. We have just finished financial audit, and that is at the tax commissioner's office

right now, that Mr. Church can have access, probably to either one of them if he likes. But the indictment has been made public. I think that the findings ought to be made public so that we don't carry this albatross.

Senator RANDOLPH. Mr. Chairman, the two programs to which attention has been drawn, from the standpoint of misuse of funds or discrimination, concern Federal programs. The ESEA moneys, Federal in nature, and Health, Education, and Welfare—that department is involved. The School Lunch Program is under the National School Lunch Act. It would seem, to me, that it would be advisable not to ask the State superintendent of schools to conduct an audit. Mr. Drosick, I think you and the McDowell County school officials would welcome either the request coming from me to the respective Federal agencies, or, Mr. Chairman, it might be better for the request to come from this committee. I am not sure whether our authority is sufficient to make such a request of one or more Federal agencies. You might give me your thinking on that at this time.

INQUIRY TO BE PART OF RECORD

Senator SPONG. As to the jurisdiction of the committee, I am not certain: but, I think it is something we can find out in a very short while. I think since you are representing the people of West Virginia, and have expressed interest in their problems, it would be following a more logical pattern if you acted as an individual in inquiring. Whatever the result of your inquiry, it could certainly be made a part of the record of these hearings. Because of the charge made here, I am sure that Mr. Drosick would want the answer as part of the record.* I am also certain that these people who have come here from West Virginia this morning to be with us, although they spoke in behalf of Mr. Church who was not present, would want whatever came about as a result of the inquiry to be included in the proceedings of these hearings.

Senator RANDOLPH. Mr. Chairman, I agree with your conclusion, and I had just a question wondering whether it was better for the committee or for me, as a member of the committee and as one of the Congressional representatives for our State.

I will take the responsibility, which I am not reluctant to do—I am eager to do it—of contacting the agencies involved. We will proceed, Mr. Drosick and Mrs. Justice and Mrs. Powell, to have that done. That will take the form of an audit and surveys and checking, and we want the facts to be reduced from whatever is done. I will ask that it be done as quickly as possible—in this instance I will insist on it—because I think that it can be done. It covers a relatively small area, is that right, Mr. Drosick?

Mr. DROSICK. Yes.

Senator RANDOLPH. From what you have said, you can respond to the Federal agency just as you have apparently, from time to time, responded to the State superintendent of schools, is that correct?

Mr. DROSICK. Yes, sir.

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*See Appendix 4, p. 6599.

AGENCIES TO UTILIZE ANY NECESSARY ASSISTANCE

Senator RANDOLPH. And the agencies themselves can proceed with what they desire from their own departments; or, call upon possible law enforcement agency of the Government of one type or another to assist them. Mr. Chairman, I will do that, and we will proceed promptly in this matter.

Senator SPONG. The committee, I know, will be very appreciative for your doing it.

May I again thank each of you for coming here and presenting your testimony today. Thank you.

Senator RANDOLPH. Mr. Chairman, I want to again—as I did earlier—thank Mrs. Justice and Mrs. Powell, and to ask both of them to express to Mr. Church our understanding of why he could not be here today. Also to the superintendent of schools, Mr. Drosick, I am grateful—as I am sure the chairman is—for your having supplied this information this morning.

I reiterate what I said earlier, that we must not allow ourselves in the committee structure—I am not saying this has been done—to fail to come to grips with the problems of the inequities in the education of our children in the rural areas of the country. And I am sure that, Mr. Chairman, you want us to give the necessary attention to these matters—and that will be done.

Senator SPONG. Governor Moore said he didn't want any presidential candidates coming into West Virginia. I suppose it would be perfectly all right if we visited there on occasion.

Senator RANDOLPH. You are welcome at any time, of course. And, frankly, I welcome all the presidential candidates that come to our State—and many of them have already been there.

I think we have to be able to open our doors and raise our windows and let people see the situations. That is not only in West Virginia, but in Virginia.

Senator SPONG. Yes, indeed.

Senator RANDOLPH. You have your hollows and they bring a certain problem in the conduct of education. Tied in are not only the teachers, the buildings, the facilities; but, also, the transportation of the children themselves. The roads are certainly a major part of this problem. And we have not only in one State, but in many States, allowed a deterioration of our so-called primary and secondary roads to take place in the past few years, because of the emphasis on construction of interstate roads throughout the country. That was 90 cents Federal funds and 10 cents of State funds; and naturally, in most cases, there was an effort to have the interstate system given priority. But, in so doing, over a period of 10 or 12 years we haven't maintained and we haven't further developed these roads in our rural areas—the feeder roads. I think we are now face to face with the time when we must act, Mr. Chairman.

GOOD ROADS NECESSARY TO RURAL EDUCATION

I have so advocated a forming of 90–10, and have only one formula—and that formula could be 70–30, or whatever it is—and then it would be the responsibility of the State to develop its road system on a match-

ing basis. Let the people within the State decide where they want the emphasis to come. I think the emphasis must come very quickly on the areas, rural in nature, with these roads that have been neglected and deteriorated in the past few years.

I don't want to get into this subject except to say that we are very conscious in our Public Works Committee—and you serve with us there, Senator Spong—of our need to have a more balanced transportation system. One that will aid the children from the standpoint of their busing to the facilities at points where you feel, I believe, most of you, that we have better facilities—physical in nature—better teachers who are able to take care of the load of teaching.

I just think of one county I was in in the past several days. We had three high schools in Barbour County as you would know, Mr. Drosick, and they were located at Philippi, Belington, and Kasson. Now there is just the one high school. Our roads are so developed there that we can bring those young people, of high school age, into the one central location, which is south of Philippi, and come into Kasson or the eastern or northeastern area. Thus the children are being benefited, Mr. Chairman, by the consolidated school program—better teachers, better physical facilities—and, of course, the road is contributing to the transportation of these children themselves.

We have a real responsibility, and I hope, as I am sure you hope, Mr. Drosick, that the progress you indicated we have already made that this must be accentuated in the months immediately ahead.

Thank you.

Senator SPONG. Thank you, Senator Randolph. And I know these witnesses from West Virginia appreciate your returning to Washington, today, in order that you might be here when they testified.

Thank you.

The committee is in recess, to reconvene at 10 a.m. on Friday, in room 1114 of the New Senate Office Building.

(Whereupon, at 12:35 p.m., the Select Committee was recessed, to reconvene at 10 a.m., on September 3, 1971, in room 1114, New Senate Office Building.)

EDUCATION IN RURAL AMERICA

FRIDAY, SEPTEMBER 3, 1971

U.S. SENATE
SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY
Washington, D.C.

The Select Committee met at 10 a.m., pursuant to call, in room 1114, New Senate Office Building, Senator Spong, presiding.

Staff member present: William C. Smith, staff director and general counsel; and Donn Mitchell, professional staff.

Senator SPONG. The hearings will come to order.

This morning the committee is very privileged to hear from the distinguished former Governor of the State of South Carolina, the Honorable Robert McNair. Governor McNair, we are privileged to have you with us this morning.

STATEMENT OF HON. ROBERT McNAIR, FORMER GOVERNOR OF THE STATE OF SOUTH CAROLINA

Governor MCNAIR. Thank you very much, Senator. I appreciate the invitation from the committee to appear. As I was saying to some of the staff earlier, it is a little different from the previous appearances when I have had a large staff to get together a lot of information and material, and also prepare a statement. We were able to get one together last night, and I have filed some copies this morning with the committee.

Let me say to you, sir, that we appreciate the interest of this committee in what I think is one of the real problem areas in education in America. We are particularly pleased to note this new direction of the committee, because so many others are focusing attention on rural America, the rural problems.

Recently there has been established a national group, sort of a coalition for rural America, as not a counterpart but hopefully as a partner to the coalition for the urban crisis. They are trying to look at the total problem in the community and trying to keep the two areas from being further separated.

So I think as your committee begins its hearings now on this particular problem, you are to be commended.

I am not going to read the statement* in complete detail, but will

*See prepared statement, p. 6405.

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cover some of it, and then comment on it, and try to respond to any questions you might have as we go along, or at the conclusion; so I would not be disturbed if you wanted to interrupt at any particular time.

Senator SPONG. Thank you. We will receive the statement in its entirety and you may testify as you will from it.

Governor MCNAIR. Of course, as we say, there are many means of examining the question of educational equality or inequality in America today. And there is no question that we have great inequities existing. The various measurements that are used demonstrate this.

Certainly within recent years, equal educational opportunity has been equated with the racial problems, and the racial issues. As we have moved to educational equality and equality of opportunity, and have taken on the very deep and diverse social and political implications, which has not allowed enough time to look at this particular area that you are now looking at, rural as opposed to urban equality.

ECONOMIC PROBLEMS CAUSE EDUCATIONAL INEQUALITY

Other types of educational inequality can be identified, of course, with economic problems—as you and I know, coming from the Southern part of the United States, and I am sure this is not totally different from other parts of the country—geographical factors, and other influences directly affect the ability and opportunity of our young people to learn.

Of course, through this runs the principle that a Nation such as ours, which is built upon equal opportunity, must strive to assure that equal educational opportunity is a foundation of this principle, and I think this certainly gives added influence to your move to look now at rural and urban systems. And to look at the disparities that exist between the two.

It is not unreasonable to state that educational deprivation in many rural areas of the Nation is both the cause and the effect of the continuing migration problem that we find existing, and of course this is attributable to some extent to the unstable economy in many of the rural parts of our Nation.

We really need to discover means by which citizens are not asked—and I emphasize this—to sacrifice the quality of their living environment and governmental services simply by living away from the big cities, and this is why I was delighted to come today, because I think more attention needs to be focused on some of the cause and effect of the problems of rural America.

We put educational opportunities and educational programs at the head of any list when we begin to look at this. We in our State, traditionally and until recent years predominantly agricultural, have grappled with this particular problem. About 20 years ago, in 1951—I comment on that because it was the year I came to the State Legislature in South Carolina—we enacted a sales tax.

We did it not only to support education generally, but to try and equalize the equality of education between the rural and—we refer to them as the city areas, or the urban areas of South Carolina.

Since then, the State has played a dominant role in the financing or funding of education. Last fiscal year, the State provided in excess of 61 percent of the total cost of public education. This ranked us sixth in the Nation. By contrast, we rank 45th in the Nation in a percentage of local revenues supporting public schools.

This is no indictment of the local communities, it is simply evidence that we recognize that there had to be more effort at the State level, particularly in funding, if we were going to try and equalize the educational opportunity.

In addition to this, we moved into consolidation. We reduced from in excess of 1,500 the number of school districts down to today's total of 93.

Looking at some information given to me by the State department of education, we only have four high schools in the State covering 1.2 percent of the total enrollment that have less than 200 enrolled. This gives you some indication of what we have been able to accomplish.

Sixty-eight percent of the total high school enrollment are in schools of 500 or more. This is the result of the consolidation program that took place during the decade of the 1950s.

Rural Transportation Problem Assumed by State

In addition to this, we assume full financial responsibility for transportation. This was an area where the rural areas particularly were not financially able to support a transportation system. It really had to be designed to transport everybody to school.

We also decided there needed to be construction funds available, and the State set up a formula by which we allocate $30 per student that can be borrowed against a 20-year basis, State bonds issued, float local bonds, and the funds are allocated for construction of school facilities. There is also provided some $20 per student annually for maintenance and operation.

All of this, of course, is in addition to the substantial part of the teacher salaries that is borne by the State.

So with this, we felt we were grappling with this particular problem, and that we have been for the last 20 years. There has been a degree of stability in our rural schools which perhaps surpasses that in States that don't make a substantial contribution to public education from the State level.

Our approach has tended to reduce the impact of local economic conditions. Of course, I would say it is a lessening impact only. We still have the disparity because of the low economic base, low tax base in local communities, and their inability to provide the kind of local support that is necessary for the special programs that need to be built into their system.

Basis of a Philosophy

It also forms the basis of a philosophy that is developing in South Carolina, and that is that we move, and move deliberately, toward full funding of public education at the State level.

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This doesn't mean we will ever get away, or want to get away, from local schools, local autonomy. And certainly not away from some financial support at the local level. But this effort on our part has to some degree lessened the disparity that does exist.

Of course, when we talk about full funding at the State level, we open up something that has been discussed and is gaining in attention and support throughout the Nation, and that is the Federal Government assuming more financial responsibility for welfare.

All of this does several things. It provides more funding for education on a broad base and at all areas of the State. It relieves the State of the growing burden of financing welfare, and at the same time this relieves the local communities of a great burden that they have been bearing, trying to provide quality education and carry most of the load, and allows them to devote more of their funds and attention to such local needs as law enforcement, environmental control, and recreation, and things of this kind that can make it possible for the living environment in a rural area to become improved.

Even with all of this, however, we do not provide a total solution to the rural educational needs and money alone isn't the only answer.

As you examine the conditions which lead to educational inequality in rural America, you come to economic factors which undermine the essential quality of life, and I think this is something we have to emphasize, that with all the money that is needed, if it were immediately available and you built a quality educational program, unless you improve the economy, unless you improve living conditions, unless you improve the living environment, with job opportunities and the kinds of other things that go into good communities, you are simply going to be preparing people to move to another part of the country.

Rural Graduating Class To Leave Area

This has happened. I was impressed the other evening by an hour program on one of the national networks which concentrated on this particular point. They went into rural western North Carolina, right across the line from South Carolina, and interviewed a high school graduating class at a small school.

And what impressed me was the three questions asked: "Do you plan to stay here? Where do you plan to go? and Why?"

And the answer was almost unanimous. "No. Go North. Why? Get a good job."

And so I think we have to look at it all as a total problem and recognize that there is a lot more built into it than simply trying to build a quality educational program.

Most of these students were going away and most of them didn't want to go. I was impressed, too, by the number that said, "If you could get a good job here, would you stay?" and it was unanimously, "Yes," they would like to stay home. They didn't really want to leave, but they had little or no choice.

As long as we concentrate our industrial complexes in the major urban centers, or adjoining the major urban centers, and as long as our governments—and all levels of government—fail to provide the type of basic services in rural areas which can open them up for eco-

nomic growth, then no amount of educational excellence can stem the tide of migration from these rural areas.

Neither can it revitalize rural America so it will be attractive to people and they will want to stay.

In my judgment, before there can be a serious return of our people to rural or small town areas, they have to be assured that they are not sacrificing the quality of life. And before industries can be persuaded to move into these areas, they must be given the type of basic services and facilities equal to or better than those provided in or near a major urban center.

At the present time, rural America does not have the financial ability and financial base to do this. Recent reports have shown that industry itself would like to move, would like to locate in the outlying areas, but the problem is services are not available, people are not available, training programs are not available, and thus they have to go where people are and where training programs are available.

I think it is imperative that we improve the existing conditions that exist. The regional program, which I have become a great advocate of, has made it possible in several sections of our State to put together programs that we think will pay great dividends in the future.

We learned from the Appalachian Regional Commission and the Coastal Plains Regional Commission program, and have developed the kind of basic programs that are providing people and providing the environment that is inducive to industry, to business, to locate in heretofore rural areas of the State. We have been quite successful.

During 1970, we were able to say that an industry had located or expanded in every one of the 46 counties in South Carolina. This was a great milestone, something we had been diligently working for.

Of course, we would make it clear at this point that when I mention quality education, we are not referring simply to the traditional academic measurements by which we have for long judged educational excellence. If anything, this type of approach in all areas may become a deterrent.

Need for Job-Oriented Vocational Type Programs

We have learned that quality education means the type of education which best serves and develops the particular abilities and needs of each individual. We have found that we need to concentrate on job-oriented vocational type programs in the rural and small town sections of our State.

Programs of this nature are generally more expensive and, again, the local community which is in dire need of it doesn't have the resources, so again you find the state having to move in.

As a result of this, we have developed a system of area vocational schools where we bus the children into them for 3 hours a day and then back into their regular school for 3 hours. And these are used for adult basic literacy, basic vocational, and technical training programs in the afternoon and evenings.

We have also developed a system of technical schools which we think are among the finest in the country. They are job-oriented, oc-

cupational training centers that range from basic literacy all through the most advanced technology that industry needs today.

In short, I think the educational needs of rural America cannot be met simply by producing more of the same and delivering it through the same rather outdated system that we have.

It is unreasonable to assume that the economic plight of the Nation will be turned around by an educational philosophy which contributed to the problem we now have. So I think we have to look for new philosophies in education, new approaches, and, thus, this is why we have concentrated, in our areas, on early childhood, job-oriented vocational and technical education, adult literacy which will reach from grade one through grade 12.

Incidentally, last year I think one in every six or seven high school diplomas was given to an adult, and the average age, surprisingly, was 28. So it refuted the old saying that this adult education was simply for the elderly and the old folks who wanted to learn to read and write and then sit and look and read the newspapers. These were young people who had dropped out along the way, but when given the opportunity, took advantage and went back and got the high school diploma and went into some of the more sophisticated job training programs.

Commenting briefly on one or two things that we think are rather dramatic. We were concerned about the very thing you are talking about here, the rural area. And we went into the Williamsburg County, which became famous prior to the 1968 campaign. That was one of the poorest counties in America, and was where then-candidate George Romney, now Mr. Secretary, toured this underdeveloped poverty area.

During the last decade, that population declined from 41,000 to 34,000, and it was 90-percent rural. Only 3,500 of the people lived in, what would be considered by current measurements, an urban environment, and that was in the one or two towns that existed in the county.

Obviously the problems were of a very special nature, but closely paralleled many throughout the country.

Pooled Resources Built Training Center

So because we had the Coastal Plains Regional Commission, we were able to pull together six State agencies and all of the Federal agencies, such as EDA, Coastal Plains, Manpower Division of the Department of Labor, and pool our resources, and with the county simply supplying the land, build what we call a comprehensive manpower training center.

Everybody can go and get whatever they need in that community. And we just opened it. It is now in operation. And I think it is one of the examples of what can be done with the funds and resources that are available today, if you can simply harness them and find a vehicle to put them to use.

I think this would be something that some might want to visit. It is the first and only one of its kind, that was put together with this kind of funding for this purpose, in the country, and we are extremely proud of it and optimistic.

We can already—even though it's just opened—feel the difference in the attitudes. We can see a change in motivation of the people in the rural areas, because they have a place to go.

Industry, fortunately, has been very cooperative, and the small ones have expanded, and others have looked and are beginning to move into that area.

So this can provide everything from basic literacy through sophisticated technical training. Of course, what is working there won't work everywhere, but I think we all recognize that what we have to do is to innovate. We simply have to use some imagination and pull together the various resources that are available to us.

We hope we have learned through experience that the needs of rural areas are such that we have to develop—as I have said earlier, and I emphasize—new philosophies, and establish whole new national priorities.

We have that by calling attention to these problems and seeking support for the types of solutions we have all been trying, that we can alert America to the fact that the depressed rural areas are the breeding grounds for developing and continuing, and the subsequent problems we are going to have in the urban part of the country.

An Alternative to City Living

No amount of governmental money pumped into blighted urban areas can do anything until we stabilize rural America and give the citizens of this Nation an alternative to living in the cities.

And I think this is what you are interested in and what we are all concerned about. Quality education in a rural setting has to be a primary part of this development, and I salute your committee for moving in this direction and for focusing attention on all of this.

I will leave with the committee some information that was given to me for this purpose by South Carolina's Department of Education, which cites the progress that we have made in consolidation, the results of this program, and also looks at the funding per student as a result of the State moving in substantially.

It was right interesting that they took at random three rural counties of about 10,000 or 12,000 population in the entire State, and three largest counties in the State, and the interesting thing was the range in per pupil expenditures was around $500 average in the small, rural, economically deprived counties, as opposed to about $520 in the more highly developed, industrialized areas.

So that hasn't been our problem. But the living environment, the community environment, and I cannot overemphasize that, and as your committee looks into this I think you really need to keep that in mind, because simply looking at dollars invested in the quality of education would isolate it, and in my judgment would be taking too narrow a view of what really needs to be done to achieve the goals that I am sure you have set and this committee has set.

PREPARED STATEMENT OF HON. ROBERT McNAIR

Mr. Chairman, members of the committee, it is a pleasure to be with you today to discuss an aspect of the educational problem in this Nation which is of particular concern to my home State of South Carolina. I should like to commend the committee and its membership for the type of perception and insight you are showing by taking this approach. There are many means of examining the question of educational inequality in America today, and there can be no question that great inequities do exist by many different measurements. Certainly within

recent years, equal educational opportunity has been equated with racial issues, and has taken on deep and diverse social and political implications. Other types of educational inequality can be identified with economic problems, geographical factors and other influences which directly affect the ability and opportunity of our young people to learn. Through it all has run the thread of principle that a Nation such as ours, which is built upon equal opportunity for all, must strive to assure that equal educational opportunity is the foundation of that principle.

In addressing itself to the disparities which exist between rural and urban educational systems, the committee has properly concerned itself with an element which cuts across many different human, social or economic problems. It is not unreasonable to state that educational deprivation in many rural areas of the Nation is both the cause and the effect of the continuing migration to the urban areas and the unstable economy in much of rural America. Before we can seriously address ourselves to the matter of controlling this type of migration, we must discover means by which citizens are not asked to sacrifice the quality of their living environment and governmental service simply by living away from the big cities. At the top of the list in both these categories is an adequate educational program.

South Carolina, being traditionally—and until recent years predominantly—an agricultural State, has grappled with rural educational issues for generations. About 20 years ago, it took some major steps which I believe are still valid and worthy of consideration by other States across the Nation. At the time that our first statewide sales tax was enacted, it was for the purpose not only of supporting education, but supporting it in a manner in which urban and rural children were given an equal break. Ever since, the State has taken the dominant role in funding education in South Carolina, as opposed to many areas of the Nation where local finances make up a large share of the school support. According to most recent statistics based upon the 1969-70 school year, South Carolina ranked sixth in the Nation in the percentage of its public school revenue which came from State sources—roughly 61 percent. By comparison, the State ranked 45th in the Nation in the percentage of local revenues supporting public schools. Thus our State has followed a distinct and deliberate pattern of centralizing financial support for education at the State level, while maintaining a high degree of autonomy for local school districts.

In practice, South Carolina has assumed the total cost of transportation for all schools in the State. In addition, it allocates to each district on a per-student formula basis funds for construction, maintenance and overhead in operating the local schools. The State also provides the major source of instructional salaries for teachers in the State, although the local supplements do vary substantially from urban to rural areas.

The net result, we feel, has been a degree of stability in our rural schools which perhaps surpasses that in States where there is a lesser degree of State financial participation. Our approach has tended to reduce the impact of local economic conditions and level off the local economic influence on educational quality. It has also formed the basis of our philosophy that we must move, and move deliberately, toward full funding of education at the State level. In recent years, this approach has gained increasing support across the Nation, not just as an educational principle, but as a means by which we can restore the financial equilibrium of every level of government. Full funding of education at the State level is contingent upon the State being relieved of the growing cost of welfare by the Federal Government, and proposals regarding the Federal assumption of welfare costs on a phased basis have my complete support. At the same time, by sorting out welfare responsibility at the Federal level, and educational responsibility at the State level, we free up limited local funds to be applied to such major problems as law enforcement, environmental control, and others.

Even with full State funding of education, however, we do not provide a total solution to the rural educational needs. Money alone is not the answer. As you examine the conditions which lead to educational inequality in rural America, you must inescapably consider the economic factors which undermine the essential quality of life in these areas. One national network recently presented a 1-hour special in which it studied the problems of outmigration in rural areas. It conducted one particularly cogent series of interviews in rural North Calorina, near the South Carolina line, in which it interviewed graduating high school seniors from a rural school. Most of the students were leaving their homes, and leaving the South, for other areas of the country. The reason: better job oppor-

tunities. As long as our system continues to concentrate its industrial complexes in urban areas, and as long as our governments fail to provide the type of basic services to rural areas which can open them up to economic growth, then no amount of educational excellence can stem the tide of outmigration. Before there will be a serious return of our people to the rural and small-town areas, they must be assured that they are not sacrificing the quality of their lives. Before industries can be persuaded to move into the less populous areas, they must be given the type of basic services and facilities equal to or better than those which they can now receive in urban areas. At the present time, rural America cannot provide these kind of assurances. The result is that the local tax base in rural areas continues to dwindle, with the consequences being a serious erosion of all services at the local level. In such an environment, quality education hardly has a chance to make its impact. And if it does succeed in rural areas, its products are generally dispersed across the face of the Nation, and only few of them remain to provide leadership in these smaller communities.

Let me make it clear at this point that when I mention quality education, I am not referring simply to the traditional academic measurements by which we have for too long judged educational excellence. If anything, this type of approach to public schools can often be a deterrent in itself in many rural areas. In South Carolina, we have learned that quality education means the type of education which best serves and develops the particular abilities and needs of each individual. Such education takes many forms—basic adult literacy, job-oriented vocational education, technical education, and many others. Programs of this nature, of course, are generally more expensive than the traditional curriculum. They involve the construction of special facilities, and the development of programs which cut across a broad base of student needs. They cannot be mass produced or automated. In many cases, they cannot be transmitted through the medium of books or lectures. In short, the educational needs of rural America cannot be met simply by producing more of the same and delivering it through an outdated and archaic approach. It is unreasonable to assume that the economic plight of rural America can be turned around by an educational philosophy which contributed to its decline in the first place.

Quality education for rural America must increasingly mean job-oriented education sensitive to local economic needs and opportunities. Obviously, such education must be highly individualized, flexible and adaptable. Just as obviously, the cost of developing such sophisticated programs will far outreach the dwindling financial base of local rural communities. In many cases, it will be beyond the present fiscal capability of State government. Our experience with the Appalachian Regional Commission, however, has taught South Carolina an important lesson. We have learned and developed the tool of regionalism not just within the six-county area covered by Appalachia, but throughout our State. In its Appalachia counties, South Carolina has given a high priority to vocational and technical institutions, and has developed a system of regional schools which can serve rural and urban areas alike. We have learned the economy of regionalism, and have found it to be an effective means of providing needed facilities in areas which could not afford to build separate local schools.

Our most ambitious undertaking in this regard, however, has not come in Appalachia. Instead, it has been in a low country area of our State which several years ago received considerable national publicity as a hard-core area of rural poverty. I refer to Williamsburg County, an area whose population declined during the past decade from 40,932 to 34,243 and whose population is still 90 percent rural. Only 3,429 citizens in the county live in what is considered an urban environment.

Obviously, the problems in this county are of a very special nature. To cope with them, we took a very special educational approach. Rather than expending considerable funds for the development of a system of single-purpose educational institutions across the county, we undertook what might be considered the supermarket approach. We were able to bring together, in a joint effort, six State agencies and divisions concerned with education and manpower—the Department of Education, Vocational Education, Adult Education, the Employment Security Commission, the State Committee for Technical Education, and the Department of Vocational Rehabilitation. Funding for the project came from a combination of Federal, State and local sources—Economic Development Administration, Coastal Plains Regional Commission, State Department of Education, State Committee for Technical Education, and Williamsburg County.

The result is what we think is a model for education and manpower development in a rural poverty area. The Williamsburg Manpower Center can offer virtually any level of education to serve virtually any level of skill or capability. It can provide everything from basic adult literacy courses to the most sophisticated technical training. There is the type of educational mobility within the center to provide maximum flexibility for the individual student and his needs. We feel that this should become the educational approach for tomorrow in South Carolina and in other areas similarly affected by the special conditions of rural economic hardship.

It should be clear, of course, that there is no single approach which will satisfy all the needs of rural America, and I would not suggest that South Carolina has found the magic formula. We hope we have learned through experience that the needs of our rural areas are such that we need to develop whole new philosophies—and establish whole new national priorities. We hope by calling attention to our problems, and by seeking support for the types of solutions we advocate, we can alert America to the fact that depressed rural areas are the breeding grounds for subsequent urban problems. No amount of governmental money pumped into blighted urban areas can eradicate the problem, until we stabilize rural America and give the citizens of this Nation an alternative to the big cities. Quality education in a rural setting must be a primary part of this redevelopment function; and, I salute the committee once again for its attention to this vital area of concern.

Senator SPONG. Governor McNair, I again thank you for your appearance here. Before I ask these questions, I want to commend you for the enlightened leadership you have given in the State of South Carolina, in meeting some of the very problems that this committee has concerned itself with.

On page 2 of your statement, you discuss the financial arrangements in South Carolina. Is there any equalization formula used, or is there any special payment for teachers who go into very isolated areas?

Governor MCNAIR. No; and the equalization formula has been discussed for a long, long time. Not in the way of a bonus, but by way of a requirement that the local districts do thus and so in order to be eligible for State aid.

At the same time, with us moving as rapidly as we have from the State level, we have necessarily forced the local communities to do more because of their desire to keep up. We have not given a bonus to teachers to go into these rural areas, and this is one of the critical needs that we have today. The teachers still want to go to the city school or to the larger town, rather than out into the rural area.

So you find rather interesting statistics when you begin to look at the years experience of the rural school teacher, as opposed to the others. And I have mixed emotions, frankly, about this. Other than their ability to provide the extra curricular activities and other than building in all of the programs that will develop people socially and culturally, as well as educationally, the rural schools sometimes compare quite favorably, because of the dedication and devotion of the teacher, the long experience she has had.

On the other hand, they have a tendency to stay with the old, archaic way of doing things. So, you get into some real hazy areas, and some rather difficult questions arise.

We think there should be a bonus or something extra built in for the teacher, and for the teacher that goes into the rural schools most certainly. It's going to have to come, to get the young ones, because they are just not interested in going there, for many reasons which you and I know—the prospects of a future husband are rather slim

and limited, and the living environment is just not what they are looking for today.

Senator SPONG. You discussed the tremendous outmigration of young people from rural areas. Do you believe this outmigration has contributed to our urban problems and do you believe that the rural educational systems prepare these young people who are migrating for jobs and life in other areas?

RURAL OUTMIGRATION CREATES URBAN PROBLEMS

Governor MCNAIR. I think I would emphasize what you just, in the way of your question, stated. This is part of the urban problem. The outmigration from rural America.

It has been particularly from the South, as we know. We have lost most of the young blacks to the North, because they felt this opportunity was there. They have come totally unprepared for what they find and, thus, they become very frustrated when they don't find that utopia they were looking for. They find that the urban crisis really exists. As a result of that, they become part of the crisis and simply compound it.

So I would urge that in addition to all of this, that we give strong attention to the proposals now for new communities. I have had considerable differences with HUD over location of new communities. I think it is foolish to require that they be adjoining a major metropolitan center, because what we are simply doing is compounding the problem. In 5 years they will be engulfed and be a part of the crisis.

I think we ought to move out into potentially good areas where planning, study and planning, prove that those areas can be revitalized, and redeveloped to utilize our new community funds and approach for this purpose, to try and disperse the development rather than try to further concentrate everybody into the major metropolitan areas.

So in my judgment that, too, is a part of the approach that needs to be made if we are going to look at the disparity between rural and urban living and rural and urban education. You can't separate them out.

Senator SPONG. You mentioned the young blacks who left South Carolina, and earlier, in the main part of your remarks, you mentioned the television program that you saw in western North Carolina where the high school graduates were going to leave that area. Were they whites or blacks?

WHITES ALSO LEAVING FOR CITIES

Governor MCNAIR. They were predominantly black, because I think, to dramatize the problem, the television station went into one of the black schools. But it was surprising in that area that the whites almost unanimously, though they were fewer in number, said the same thing. They weren't necessarily going north, but they were going to the cities, be it Raleigh or Charlotte or Atlanta, it was the same out migration problem, only they weren't as predominantly northern bound as the young black was.

Senator SPONG. Two years ago, I did some extensive research in the city of Richmond with regard to malnutrition. And I was struck by the movement that had taken place into that city of both blacks and poor whites, who were side by side in the neighborhoods there, but they had come in from rural areas, from States to the west and to the south, and in many ways their problems resembled each other.

Governor MCNAIR. Very, very similar. And I think we have reached the point in the history of this Nation when we begin to look at it not as a racial situation but as an economic situation. And as a regional problem, too.

We have regional conditions that are different within States, but it's now no longer the black-white, but the real basic problem of where you live. And this is going to continue.

You and I are familiar with what has happened in agriculture. As I say, we were predominantly an agricultural State. We still produce a lot, but with relatively few people, and I don't think there is any more helpless, and sometimes hopeless, situation than a share cropper with a large family, sharecroppers on a farm which had to mechanize. They are totally unprepared for anything. They are worse off than the young black and young white coming out of a school with a twelfth grade diploma from some rural area, because he does have an opportunity to go somewhere and find something. But that family can go nowhere and find anything because there isn't anything available to him.

And there may not be an answer to that, except not by producing another generation like this. This is why we stress very strongly compulsory school attendance, and if they have to work, we say, if you will go to the adult program at night, this will count, but you have to go to school. You have got to stay in school, and we try to get them through.

We have increased the percentage, in the 5 years that we had an aggressive program, of those that entered and graduated from about 47 percent to about 57 percent, which I thought was marked improvement, and indicated that we were beginning to make a point there and beginning to motivate.

ANY EVIDENCE OF REVERSE MIGRATION?

Senator SPONG. Now conditions have become so bad in the cities that many urban people are moving, too. There is some evidence now that some people are returning to the rural areas. Do you see any of this reverse migration in South Carolina?

Governor MCNAIR. We see a lot of it, because for the first time we have reversed the trend and 2 years ago we turned the corner on outmigration. We have still a lot of it. But I see a noticeable change. Any time a rural area, a small community, is able to put in the kind of facilities to create possibilities for the kinds of job opportunities needed, there is no problem of getting people back. Because I still think that a large number of people would like very much to live in the open spaces and breath the fresh air if they can have a good home and live a good life. Because that is still the goal of just about every American, to live the good life that he looks at every day on

television, sees it around him all the time, and he wants his part of it, and he has a right to it.

But I think they want an opportunity rather than to take the welfare approach to it, and this is why education is the basic ingredient of any effort to build people.

Senator SPONG. As to financing, my thoughts are very similar to yours. You have mentioned that you believe the States ought to have the larger share of financing schools, with the Federal Government taking over the welfare. This is essentially what has been advocated by the Advisory Commission on Intergovernmental Relations.

Do your experiences as Governor of South Carolina lead you to believe that a better job could be done in education, if the States and localities were relieved of welfare costs? Do you believe the division of welfare and education in that manner would be a very logical distribution of responsibility and tax revenue?

SUPPORTS REVENUE SHARING—BUT . . .

Governor MCNAIR. Very; and this to me would be the easy way, although we all support revenue sharing, it sounds good, and in principle it is a great thing. But in the meantime, if we could shift the responsibility for programs among the levels of government, we could accomplish a lot more and take care of a lot more of the needs, within the available funds.

I have become a strong advocate of this, and we have done some projections. We looked at ourselves and if we could simply utilize the State funds that we are putting in the matching welfare programs for education, we could take care of most of the priorities, the urgent needs that exist. If you project it over the next 10 years, with all the Medicare and Medicaid projections that we are getting, and all the other health programs that are beginning to develop now, and being implemented now in South Carolina. The State share was increased from $27 million to well over $90 million, and that is almost beyond the ability of the State, if it is going to carry out its responsibilities to education and those things that have been primarily State responsibilities heretofore.

Senator SPONG. Do you have any one-, two-, or three-teacher schools in South Carolina now?

Governor MCNAIR. I am glad you asked that question, because we have no schools, no high schools in the 0 to 50 enrollment. We have only two with 50 to 100, as I said, taking care of 0.7 of 1 percent of the enrollment.

So we have moved to eliminate. And other than one or two schools on some isolated islands off the coast, I don't believe we have any of those. And I happen to be a product of it, so when I speak of rural education, I speak as one who is a product, attended a two-teacher, seventh grade school, and then rode a bus 12 miles each way to a consolidated rural high school.

I think I have an appreciation for both the good and the bad. The good environment, and the lack of opportunity really that you need to be ready for life and coping with the problems of the big university and the big city.

Senator SPONG. Do you have any area-wide or shared service programs in South Carolina?

Governor MCNAIR. Yes, we do. We have, for instance, and I mentioned, the area vocational school. We have 29 of those in 46 counties, and we project some more.

Some serve more than one county, and we have worked out an arrangement whereby we can bus the children in for 3 hours there and 3 hours back in the other school, for those that are concentrating more heavily on an occupation than on pre-college.

This is something that has developed over the last few years, and we think is a very wholesome approach to it, because you can no longer have vocational education just with old time shop programs that you and I remember—auto mechanics, brick masonry and barbering, and things of that kind. You have to get into the electronics and really into the most sophisticated training programs, and thus you can't afford—and as we say, the rural areas that need it can't afford to build the facility.

So with the State providing most of the funds and providing the transportation and providing most of the funds for teachers, and the equipment, we have these now in all of rural South Carolina.

Senator SPONG. Do you believe that present Federal education programs adequately assist rural areas, or do you believe they are basically urban oriented?

NO MEDIA EXPOSURE OF RURAL CRISIS

Governor MCNAIR. Well, I think everybody has been so caught up in the urban crisis, because those involved have had adequate financial support from the foundations to capture the national attention and get on the media and to lobby here.

The rural part has not. No, I think there is an imbalance. And this is a question that is difficult to resolve because there are two ways to approach it.

One is to funnel more directly into the rural school districts. Sometimes they really don't know what they need and don't have the planning and staff capability to develop programs.

We think that the State departments of education, through the support of Congress, have strengthened themselves, developed planning capability, that if more of the educational opportunities could be—a block grant type approach, or something—funneled into a comprehensive State plan, that much more could be done, and much more emphasis could be placed on the rural educational needs.

I think every State department of education is conscious of this, and would willingly move in that direction. I think there ought to be some change, actually, in the method of funding.

Senator SPONG. Now in your statement, you related how South Carolina has moved up to the very top in the Nation, in the percentage of State revenues that go toward schools, and you said you were not reflecting on South Carolina's localities, but that they were 45th in what they contribute.

Governor MCNAIR. Right.

Senator SPONG. Now we have had several witnesses in the past 2 days who have said that, in many instances, the will—I expect that is the best word I can find—the will to have better schools in rural areas is not present in many instances. They have said that there is an attitude that our schools have been good enough for father and grandad, and they are good enough for me, and we are not going to do any more than we are presently doing.

Would you comment on that?

Governor MCNAIR. I think this is true. But I wouldn't look on that as an indictment of those people. I would look on it as being further evidence of what we have said—they really don't know. They don't appreciate. Because they have never been exposed to the kind of system they ought to have. And I think this is part of the problem that exists today.

MONEY DOESN'T SOLVE ALL PROBLEMS

This is where it is difficult to get at the difficulty, because simply pouring more money in there isn't always going to solve the problem that you want to solve.

Senator SPONG. On page 5 of your statement, you note that—

> In its Appalachia counties, South Carolina has given a high priority to vocational and technical institutions, and has developed a system of regional schools which can serve rural and urban areas alike.

I think you have touched on this already, but would you care to elaborate further?

Governor MCNAIR. Well, what we recognized in those areas was the very need that we talked about for so long. With the Appalachian Regional Commission as a vehicle, we were able to coordinate all of the various programs, Federal, State and local levels, and because of the supplemental funds that were available, if you had a plan and were able to locate these schools where they were able to serve both areas and get around that old tug of war—whether it's going to be here or there—and it's amazing what a little supplemental money will permit you to do.

So we have built these regional vocational schools to serve the high school and general adult population, and we have built the regional technical institute to serve primarily the high school graduates but we also have in them the full range of occupational training, including basic literacy needed.

Senator SPONG. We are going to hear from Dr. Hoyt later today concerning regional cooperation programs under the Appalachian program, and I gather from everything you have said that you highly support these efforts?

APPLY APPALACHIAN CONCEPT FOR NATION

Governor MCNAIR. I would like very much to see the Appalachian concept and the Appalachian approach spread to the Nation as a whole. The only problem with it is it covers a part of the State and if it simply covered all—we have used everything we have learned to do in Appalachia statewide in South Carolina, but if the whole pro-

gram covered the entire State, we would be about 5 years ahead of the present schedule we are on with present funding, frankly.

Senator SPONG. My former Governor of Virginia, who served when you did, testified before a committee that the Appalachian program was the most successful Federal program that he had been exposed to.

Governor MCNAIR. It is; and I wish everybody understood what it was, really, that it's not a funding program, but it is a coordinating program, and it is a vehicle, and the only vehicle in existence that permits you to coordinate all of this and funnel the money through that into a comprehensive plan where you establish priorities and you can set your target areas and you can implement that plan in an orderly way.

TIMELY EDUCATIONAL APPROPRIATIONS NECESSARY

One of the real problems with funding, particularly in education, from the Federal level, is that there is no time for preplanning, because you never know when the funds are going to be available. And sometimes it's 30 days after the school year has begun.

Senator SPONG. It's 30 days! We appropriated money 2 years ago in—what month was it?—I think it was in the late spring, for September of the school year before. You talk about hypocritical. We get up there every year and talk about how good advance funding would be, and almost every year in the past we have failed to provide it. This year, let me say, that Senator Ellender has pushed through the educational appropriations. It's the first time that I have had any exposure to this, where the school boards had any chance at all to figure out how to use this money wisely.

Governor MCNAIR. Well, I wish you could move it even further, because I think funds for 1972–73 ought to be available—at least we ought to know it is available—now, so there can be the kind of advance planning necessary to make those funds do the job that needs to be done.

We have had a constant problem with it, because it suddenly becomes available, and everybody frantically tries to write up a program, and the best writers get the money. And those rural areas that don't have that kind of capability and staff normally don't get anything.

Senator SPONG. There is a problem beyond that. Very often, because funds are not available in the No. 1 priority program for a locality, they put up matching money just to get money for something they might not really want or might not really need as much as something else.

Governor MCNAIR. This is the problem with the categorical grant-in-aid. Frankly, we will soon be at a point where, as far as building area vocational schools, we will have arrived. Other States won't have started.

On the other hand, we are very interested in early child development. We have started a State-supported kindergarten program which is reaching just a small percentage of the children, but we need the 3- and 4-year-old; and frankly, I have said to the Headstart people and everybody else, if you will let us plan a program, we will take

care of all of them with the funds that are available from you and the localities and the State.

But you can't do this, because everybody wants to run his program, and so much of it has to go into administrative setups that duplicate. To run a Headstart program, you have to have the whole setup, because it's outside of the school system, not coordinated with it, and you have to rent your space that would be available for free; if you transport you have to do it, and that is already there. And you have to hire the administrative staff; that is already there.

So though it does a tremendous job, it reaches so few for so much.

Senator SPONG. We spent millions of dollars having schoolchildren examined physically in areas where you already had school doctors who were being paid to do exactly the same thing, and then there was no followup to the examination.

We found, in trying to chart malnutrition problems, that children were examined one time, and then there was no followup at all to find out what good has been done in terms of efforts to improve the situation—we are off the track here.

NEEDS ARE KNOWN—LET'S DO THEM

Governor MCNAIR. This is it. We have developed enough statistics to keep us busy for a long, long time, if we could get the followup and followthrough and do the things that most of us know already need to be done.

Senator SPONG. With the California court decision the other day, and your ideas of financing, although you are testifying here today on rural education, do you believe that the best hope of administering sound educational systems would be if the States would undertake the kind of enlightened leadership that is needed and go on and administer rural education, and every other kind, and finance it?

Governor MCNAIR. I think it's the only way that we can go. And at the same time, we need to protect and preserve the local involvement, local interest. And not let the local group lose their interest in their schools, and you can do this. There is a way of doing it and at the same time of funding it so that the young child living out in the most backwoods area is exposed to the same quality of education as is the city child.

He really needs more. He needs better, because he hasn't been brought up in an environment that the other one has. So even with equal educational opportunity, he still is starting off way behind, because of the social and cultural disadvantages he has.

Senator SPONG. The State, if it can provide the leadership, is in an ideal position to coordinate the economic development and the job training and the industrial location, all of these things, if the States will just do it.

Governor MCNAIR. This is true. And I think the States, as we have said to our fellow Governors, we now have the opportunity to accept that challenge that we have been asking for all these years.

And I think we hopefully will see it, and I am encouraged by what I see emerging from the States now. I think there is a willingness, generally, and I have been very impressed by the activity that we see going on in this direction.

Senator SPONG. Well, again, I very much thank you for your testimony here this morning, Governor.

Governor MCNAIR. Thank you, sir.

Senator SPONG. Our next witness is Dr. Vito Perrone, dean of the School of Behavioral Studies at the University of North Dakota. Good morning.

STATEMENT OF DR. VITO PERRONE, DEAN, NEW SCHOOL OF BEHAVORIAL STUDIES IN EDUCATION, UNIVERSITY OF NORTH DAKOTA

Dr. PERRONE. Good morning, Senator.

Senator SPONG. We are very happy to have you with us this morning.

Dr. PERRONE. Before I begin, you should know that a formal statement will reach the committee shortly. The document that you have before you may be of some assistance; however, the formal statement should provide more focus on the specific concerns of this committee.

Senator SPONG. Both will be received in the record.*

Dr. PERRONE. Thank you. I appreciate the opportunity to share with this committee some of what is occurring in North Dakota to enhance educational opportunities and to share some personal perspectives about education which I have gained in the process. While the problems of providing access to quality education are not particularly different in North Dakota than in other rural States, North Dakota's attempts to improve conditions may be worthy of emulation, and I think worthy of some discussion at this particular session.

In 1965, the North Dakota State Legislature mandated a statewide study of education. The study, a cooperative effort of the North Dakota State Department of Public Instruction, the University of North Dakota, Legislative Research Council, State Board of Higher Education, U.S. Office of Education, and a number of local districts, was completed in 1967. It concerned itself with all aspects of public elementary and secondary education, as well as selected aspects of the teacher education programs in the State's colleges and universities. A few of the conclusions may be of interest.

Regarding personnel, North Dakota's elementary teachers ranked 50th among the States in the matter of educational preparation; 59.7 percent lacked baccalaureate degrees. While all secondary teachers had baccalaureate degrees, their overall preparation levels also ranked 50th among the States.

Counseling, library, special education, and vocational educational services were virtually nonexistent outside of the few urban communities. And the preparation of school administrators was considered less than desirable. Fewer than 40 percent of the school administrators met minimal certification standards established by the State Department of Public Instruction.

In those settings where the educational levels of school personnel were low, achievement of elementary and secondary students was typically low, as compared with achievement of students in schools where the qualifications of school personnel were higher. Of the 15,000 kindergarten age children in the State, only 2,800 had access to kin-

*See Appendix 3, p. 6585, "The New School."

dergarten programs. Our increased understandings about the learning process and the relationship of preschool experience to later success are sufficient to raise serious questions about the lack of kindergarten opportunities.

More could be said, but possibly a context for my statement has been established.

"New School"—Result of Statewide Study

The statewide study committee made many comprehensive proposals to reverse the patterns they found. The New School at the University of North Dakota was one significant outgrowth of the statewide study of education, and will serve as a focus for this discussion.

A major reason for establishing the New School was to initiate constructive change in the elementary schools of North Dakota. Its charge was to provide a means for preservice and less-than-degree experienced teachers to participate in a program that would result in significant changes in teacher practices.

It seemed clear to everyone involved in the statewide planning effort that providing "more courses" would not make a significant difference in the behavior of teachers and their ability to enhance the educational opportunities of children in their classrooms. And it would hardly effect significant change in elementary schools and teacher education. One of the primary vehicles for moving beyond 'courses' was the establishment of cooperative relationships between the New School and over 30 school districts throughout the State of North Dakota. These cooperative relationships provide opportunities for each to intervene more productively in the traditional sphere of the other. The New School, for example, is in an excellent position to assure implementation of teachers' enlarged insights about teaching and to bring alternative educational practices into juxtaposition with established practices.

Not only was the New School expected to initiate significant educational change in schools, but it was also established as a renewing institution within the university, a clear recognition that improvement of educational opportunities is tied closely to institutional reform.

In giving support to the New School, the University of North Dakota accepted the responsibility for significant change in the ways it went about the preparation of teachers. It accepted the obligation to enlarge the human resource base of teacher preparation, being more responsive to school communities and more sensitive to the needs of a pluralistic society. And the State Board of Higher Education, in initiating the New School, made a clear committment to change in teacher education at all State institutions under its jurisdiction.

The major thrust of the New School program at the university and elementary schools is individualization. In its practical implementation at the school level, it is a reaffirmation in practice of what teachers have long assented to intellectually, namely that learning is a personal matter and varies with different children, proceeds at many different rates, takes place in a variety of environments in and out of the classroom, demands involvement and a commitment on the part of teachers to take children seriously.

Important Characteristics of Program

Classrooms that are directed toward such ends will and should develop their own unique characters. Still, they tend to have many common attributes. The following is a list of characteristics that I feel are particularly important:

1. An atmosphere of mutual trust and respect among teacher(s) and children.
2. The teacher acts as a guide, advisor, observer, provisioner, and catalyst, constantly seeking ways to extend children in their learning.
3. A wide assortment of materials for children to manipulate, construct, extend, and so forth, thus providing rich opportunities to learn from experience.
4. Activities that arise often from the interests children bring with them to school.
5. Children are able to pursue an interest deeply in a setting where there is often a variety of activities going on simultaneously.
6. There are few barriers between subject matter areas and a minimum of restrictions determined by the clock, thus providing a fluid schedule that permits more natural beginning and ending points for a child's learning activities.
7. Children's learning is frequently a cooperative enterprise marked by children's conversation with each other.
8. Older children frequently assist younger children in their learning.
9. Parents participate at a high level in the classroom sharing in children's learning. They also assist children outside the classroom where much of the children's learning takes place.
10. Emphasis is on communication, including the expressive and creative arts.

Many of the foregoing are characteristics that were traditionally valued in rural schools and need to be revived. In such settings, personalization is high. Materials used in the classrooms provide continuity within the community. And parents have a better understanding of what is happening in the school and how it affects their children. Education in urban America suffers from depersonalization and discontinuity and rural schools in the past 25–30 years have followed that same trend. Concern for enhancing educational opportunity demands that we reaffirm in practice some of those values that promote personalization and continuity. As you may have noted, I have chosen to use the phrase "enhancing educational opportunity" as opposed to "equalizing educational opportunity." For me, the former enlarges the conception of what is important. It gives support to viable alternatives in education, not only for children and schools in rural America, but also urban America. Not just in affluent America, but in the other segments of American society.

Widespread Interest Aroused

Interest in our particular program comes from a broad cross section of school districts, rural and urban. Thousands of teachers, school ad-

ministrators, school board members, community groups, and college and university faculty from throughout the United States have come to view firsthand educational change in North Dakota. The effect elsewhere of what is happening in our State has been significant.

The New School program is also a reaffirmation of the need to attract individuals from differing backgrounds, cultural and academic, into teaching. Our staff is made up of individuals from a variety of academic backgrounds, including poetry, literature, history, philosophy, mathematics, art, music, psychology, anthropology, religion, community organization, law, dance and theater, as well as education.

Faculty also bring to their teaching diverse life styles and educational views.

Students have come to the New School from a variety of academic and social backgrounds. Many of them would not have come into teaching. A large number of the students have come directly from the Peace Corps and Vista.

Thirty percent of our students are American Indians. Almost 40 percent are men. In North Dakota colleges outside of the New School, fewer than 4 percent of those preparing for elementary teaching are men. This is also the national average.

We have found that in school settings where imagination, resourcefulness, and sensitivity is valued, the kinds and quality of individuals interested in teaching increases.

Significant community participation in education is another major goal of the effort being made in North Dakota and this means something larger than parent-teacher organizations. Community people share in the planning for education in many of the school districts where we function. They have participated in large numbers in parent-teacher workshops; in addition they have contributed significantly to our preservice students and university faculty through an organization called the New School Parents' Council. They also have representation on the decisionmaking body of the New School, and its many organizational committees.

A statement written by that Parent Council and directed at parents statewide may be of interest to this committee. If the thrust of the statement could be implemented—this, of course would demand that school people become much more open—parents would not only gain a greater perspective of education but be in a position to improve the quality of education available to their children.

Statement Reflects Feelings of Parents

The statement was written last year. It is being used by parent groups today in many different parts of the country. The complete statement follows:

One of our growing concerns about public education is the isolation of the school from the community. As school systems have increased in size and scope, as commercial materials have become the basis for curriculum and as teaching staffs have become more professionalized, the direct involvement of lay members of the community has declined.

This decline has been costly. Schools are not as effective as they could be in meeting the various needs of children. The teacher in the classroom is limited by her experience. The larger her experience is, the better. But regardless of the

scale, the lives of children in classrooms could be further enriched by the use of other human resources in every school community.

There are many community people with varied interests, talents and vocations who could make numerous contributions to children and teachers in the school setting.

Our hope is that school systems will become more open to increased direct parental participation.

Parenthetically, I believe that one of the reasons that schools are not more open is related to certification. I am convinced that certification laws have to some degree raised the quality of professional school personnel. At the present time, however, certification laws may also be having the effect of keeping significant numbers of qualified individuals out of schools. I believe certification laws are making schools less accessible to the direct intervention of parents and others interested in broadening the base of our school systems. You may wish to raise questions later about certification.

The question is often asked, what kinds of contributions can parents make to the school classroom; without attempting to be all inclusive, we offer the following suggestions of activities. They represent activities that parents are capable of handling and are exemplary of what large numbers of parents in North Dakota schools are participating in.

a. Reading to children.

b. Listening to children read.

c. Assisting children in such activities as sewing, cooking, knitting, auto mechanics, woodworking, art, music, dance, etc.

d. Presenting slides and films of trips to interesting places.

e. Taking small groups of children on field trips associated with the children's interests.

f. Assuming responsibility for interest centers in science, art, writing, etc.

g. Sharing unique cultural backgrounds with children, such as religious holidays, dances, and food.

h. Sharing hobbies.

i. Preparing instructional materials.

Such activities bring children in contact with more adults. Not only is this a personally enriching experience for the children, it also provides increased opportunities for individualization. Another outcome is an increased opportunity for parents to relate the home to the school and the school more directly to home. Schools often lack this dimension.

Parental participation also has the potential of increasing public understanding of education. It can help reduce the problems of providing instruction for large classes and increases the possibility of children working closer to their potential rather than just getting along.

Our experience shows that parents want to be involved but often don't know where to begin. We have found, too, that many parents feel schools by and large have not encouraged them, that they have in fact discouraged participation, willingly or not. The most successful programs have developed where administrative and teacher support was clearly evident. Success was achieved not by sending notes home suggesting that "parents feel free to visit," but by organizing for active participation and by making parents feel they can contribute. It is important that teachers make personal contacts with parents—informal coffees have been helpful—to talk about ways to become involved. Home visits early in the year or gatherings in a home also have been helpful. Occasional Workshop meetings in homes would be beneficial. Some teachers have sent checklists to parents with positive suggestions and have then developed a mechanism for them to make a beginning in the classroom. Real commitment by the administration might include regular time-outs for parents and teachers to plan and organize.

Parental participation programs have been more successful in classrooms where individualized and personalized instruction is being fostered. A classroom in which the teacher is the central figure and where children do most things at the same time and in the same way is one where parents find difficulty joining in. Such classrooms are fading out, so this limitation may not be as

serious as it has been. The role of the teacher is changing from that of the central figure to a coordinator of educational experiences for children. It is still her room and her responsibility to see that the children get quality schooling, but many people can share in the accomplishment of the task.

We are aware that some teachers and administrators view parental involvement, especially if it is pursued too seriously, to be an interference. And some find that it calls into question the professional competence of the school itself. We look upon increased parental participation as a positive effort to develop a closer partnership with the school and not as a challenge to the school. We understand that there may be some problems; the outcome, however, should be enriching to the lives of children.

The foregoing statement reflects quite well the feelings of large numbers of parents with whom I have worked, not only in North Dakota communities but in other States. Parents want to participate to a higher degree in the education of their children. Many feel they have unique contributions to make and often feel that the schools are closed.

Need for Additional Perspectives

In order to maximize the potential for educational improvement, it is often helpful if school boards or State departments of education would provide opportunities for parents, and professional educators as well, to gain additional perspectives about schooling. I was impressed this past year by several parents from the Standing Rock Indian Reservation who were interested in enlarging their insights into education by visiting schools elsewhere. They were finding it particularly difficult to make decisions about schools or discuss what was possible for their children when their only point of reference was the local school. At their request, we arranged an educational tour for 18 members of the advisory school board and parent advisory council (Followthrough). They visited a Montessori school in Winnepeg and several schools in Grand Forks and Fargo which were attempting to move in more open directions.

Their reaction to the entire experience was interesting. Almost as a group, they said:

Our schools look pretty bad by comparison to what we have seen. Why aren't we moving in these kinds of directions? What is there about our school and our setting that prevents us from providing educational opportunities equal to those that we have seen outside?

The trip has proven to be a catalyst for educational change at Standing Rock.

Another major interest of the New School and North Dakota's comprehensive educational effort relates to the Indian communities. I don't believe that I need to review for this committee the conditions that exist. The Indian communities desire increased control of schools which serve their children, increased concern for the traditional cultural values of their communities and increased opportunities for educational advancement.

Critical Need for Indian Teachers

There is a critical need for Indian teachers. In cooperation with the State Department of Public Instruction, the United Tribes of North Dakota, and the four Indian reservation communities, the New School has developed a work-study program that provides a

means for Indian men and women who are employed as teacher-aides to complete baccalaureate degrees and full teacher certification within 4 years and at the same time maintain their community ties on the reservation.

The effort began 2½ years ago, as an outgrowth of the Trainers of Teacher Trainers program (EPDA) and Title I of ESEA. It is now a venture supported by career opportunities program (EPDA), Trainer of Teacher Trainers, Title I, the Bureau of Indian Affairs, Office of Economic Opportunity, and the University of North Dakota.

Eighty Indian men and women are participating this year. A number of them have now reached the junior year and within 1 more year we will have in North Dakota, as we have never had before, a substantial number of Indian teachers.

The New School also serves several communities as a Followthrough sponsor in schools serving Indian children in Fort Yates, N. Dak., (Zuni), New Mex., the Triad communities in Washington State, and Great Falls, Mont.

I have attempted, through some of the information and the statement that you have in your hands on the New School, to share with the committee some positive developments in North Dakota. It would never have happened without the significant support of Federal funds.

The Federal program that has given consistent support to the North Dakota effort from the beginning has been the trainers of Teacher Trainers program. TTT recognizes that the preparation of teachers is the key to the quality of education available in schools and that the preparation cannot take place in isolation from real communities.

Emphasizes Community Participation

Its emphasis on community participation and bringing a liberalizing quality to teacher preparation is admirable. Rather than just providing money to do what has always been done, TTT has generated, in fact demanded, significant institutional and process change. More recently, the Career Opportunties program, Followthrough, and the Bureau of Indian Affairs, each calling for institutional change and community participation, have become involved in the North Dakota program.

At the State level, Federal moneys under Tites I and III have been used in the local school districts to assist the statewide effort at educational development. Whiie I have focused my attention on the New School—that was what the committee invited me to discuss—the committee should know that many institutions in North Dakota are committing themselves to improving the quality of rural education. The University of North Dakota, and in particular the school of education, has long dedicated itself to that end. Federal funds have given the school of education sufficient assistance in the past few years to raise the quality of school administrators and to assess the specific needs for vocational education. Their teacher corps program is aimed at increasing educational opportunities in the Indian communities. More recently the school of education was granted support to develop an ex-

perimental schools program designed specifically at improving the quality of education available to all people—from birth to death—in rural America. I am personally encouraged by such developments and the degree to which individuals and agencies in the State are attempting to direct their efforts at the needs outlined in the statewide study of education and subsequent efforts by the State Department of Public Instruction to establish a comprehensive program for educational improvement in North Dakota.

I haven't said it, but perhaps it is evident, that those of us involved in educational programs in North Dakota are combining Federal funds, from a variety of programs, with local funds to support one comprehensive program to enhance the educational opportunities of our young people. I am convinced that we are using Federal moneys wisely. They are not being dissapated, often have less than the intended effect as is often the case when Federal dollars are not well integrated with other related efforts at the local level.

Let me close at this point, hoping that what I have said provides us a basis for some discussion.

Senator SPONG. Yes, indeed. Well, I am sure that the program that has been initiated in North Dakota will be characterized as a Federal, State, and local effort. Will you comment on the cooperation which was necessary and would it be fair also to say that it was State-initiated?

STATE-INITIATED PROGRAM NEEDED COOPERATION

Dr. PERRONE. The program in North Dakota was initiated within the State and demanded a high level of cooperation from a variety of State and local institutions. It also necessitated a response from a variety of Federal agencies and programs, especially within the U.S. Office of Education. Had the U.S. Office of Education not been willing to provide a positive response, including technical assistance, it would never have gone.

Senator SPONG. In general—and you may supply these figures if they are not handy—what percentage of educational expenditures in North Dakota are shouldered by local, State, and Federal levels of the government?

Dr. PERRONE. I lost part of that question.

Senator SPONG. What percentage of educational expenditures in North Dakota are shouldered by the Federal, State, and local governments?

Dr. PERRONE. The State government is now shouldering approximately 40 percent of the effort in education. Hence, the bulk of the support for education is carried by the local school district, with some small contributions from the Federal Government. The burden is a difficult one for local communities to bear.

Senator SPONG. Then it is a reverse of South Carolina?

Dr. PERRONE. It is not as favorable a structure as that existing in the State of South Carolina.The statewide study commission recommended in 1967 that the State bear a large responsibility for financing education. It would have called for a complete revision of the State Foundation program, and for a variety of reasons was never implemented by the State legislature. Right now the North Dakota Con-

stitutional Convention is in session, and a number of proposals are being brought before that body which call for the State to assume the total responsibility for financing public elementary and secondary education. I personally would support such efforts inasmuch as it provides a means to equalize fiscal support to schools throughout the State. It has never seemed reasonable to me that a person's place of residence should be a principal determiner of the fiscal resources available to support his education.

Senator SPONG. Are you concentrating on academic, agricultural or vocational training in your high schools, and to what occupations do you believe most of your graduates are going?

LIMITATIONS OF VOCATIONAL EDUCATION

Dr. PERRONE. One of the serious limitations that exists in North Dakota today is in the area of vocational education. I think it is clear that much of what goes on in the high schools in North Dakota is academic, and in fact does not meet the needs of many of the young people who are in these schools.

The problem of outmigration exists in North Dakota as it does in South Carolina and in North Dakota it may be even more severe.

Senator SPONG. Would you elaborate on that? What kinds of migration trends are you experiencing?

Dr. PERRONE. As you undoubtedly know, the State of North Dakota has experienced a declining population for the last several decades. It was one of the few States that had a decline in this last census.

As is true elsewhere, there is a movement from the rural areas to the urban communities in the State of North Dakota. There is also migration to urban centers outside the State. The communities that are showing the most growth in North Dakota are the four large cities—Grand Forks, Fargo, Bismarck, and Minot. And as you know, the largest is 52,000.

At the same time, the last census showed some stabilization of North Dakota communities with populations between 1,500 and 8,000. That was one of the more encouraging things that came through the last census.

But we continue to see a movement from our more rural centers. More and more young people are being tractorized off the farm. Mechanization in agriculture, at least as it exists in North Dakota, leaves one few choices but to leave that setting.

Senator SPONG. You spoke of a number of virtues which rural schools had, and have lost over the past decades, and you said there were a variety of reasons for this. What were these reasons, and what was lost over the years, and do you believe school consolidation has had anything to do with this?

Dr. PERRONE. I believe school consolidation has had something to do with that, although I must say that school consolidation in North Dakota is not progressing as rapidly as it apparently is in South Carolina.

Senator SPONG. I was amazed by Governor McNair's statistics.

Dr. PERRONE. We continue to have a number of very small school districts, and we still have several schools with one, two, and three teachers.

North Dakota High Schools Serve 120

The typical high school in North Dakota serves approximately 120 students in grades nine through 12. That is again a different picture than was related by Governor McNair of South Carolina.

One thing that has been occurring in education—as it has in many other areas—is an increased level of professionalization. As professionalization has intensified, the gap between that segment of the population and the parents has grown.

I think, too, just as we have seen increased standardization in the material aspects of our life in America, education has taken on standardized forms. Curriculum developed in New York City tends often to be used in North Dakota. And of course, the reverse is also true. Whether it relates to anyone's experience has apparently been of little importance.

In addition to the increased professionalization and concern about standardized curriculum, there is an increasing reliance on commercially made materials and major curriculum packages that are often developed in educational institutions like our own, in isolation from the communities that may use them. Such directions have not been particularly supportive of the values I discussed earlier. Schools have become so dominated by curriculum, learning packages and commercial materials that teachers are not very free to extend their own resources and parents are finding it difficult to feel responsible for education.

As parents go into many schools today, they are often overwhelmed. Many ask themselves how they can make a contribution in the home that in any way relates to what they see in the school.

We have tried to make the community important again in education by using more materials that are common to the community, by using the community as a starting point for curriculum, as opposed to having the direction set by individuals developing learning packages at major curriculum development centers such as the University of Minnesota or New York University.

Senator Spong. You have generally decried the impersonalization that has taken place through the country and given some of the reasons you believe have contributed to this. From your testimony, I gather that you believe that in North Dakota you are experiencing increased community participation as a result of your programs. Now was interest in such participation prevalent when you began the program, or do you believe the program increased community interest in education?

Dr. Perrone. I have no doubt that the program that has been organized and developed in North Dakota has enlarged community participation, enlarged educational interest in the State, and certainly has promoted much more discussion and public debate then has existed. Some of the public debate has not been supportive of our particular educational thrust but I don't believe that is particularly important. That it causes people to examine educational issues seriously is important.

British Infant School Concept

Senator Spong. I understand that you have adopted the British Infant School concept in North Dakota. What was it about schooling

in North Dakota, and classroom teaching in particular, that caused the State to decide to adopt this concept? What was wrong? Was achievement low? Were students beginning to be disaffected with school? And for the record, perhaps you had best briefly describe the British Infant School concept.

Dr. PERRONE. When we talk about the British Infant School, we are talking about a process that has been going on in various parts of England for at least the last 25 years.

A rather large contingent of Americans have gone to England and after observing for a short time have come back to this country with enormous enthusiasm. Unfortunately, they have expected that American schools might emulate the quality of the best English Infant and Primary Schools in a few months. Attempts to emulate the best of the English Primary School in a few months has not brought particularly positive results. In many places it has been a disaster. But I won't pursue that particular issue at the moment.

When individuals in the State of North Dakota began to look at English practices seriously, it was less an issue of emulation and more a concern about the need to reaffirm educational values and practices that many people had experienced and found valuable in their own lives. It seemed to large numbers of individuals that some of the traditional practices found in the one-room rural schools were being carried to their logical conclusions in the English Primary Schools.

If, for example, you really do believe that learning is personal and takes place in a variety of ways, you almost have to move in the direction of a classroom that supports a variety of activities occurring simultaneously.

Senator SPONG. This is the open classroom?

FAMILY GROUP CHILD TEACHING

Dr. PERRONE. The open classroom is becoming the more common designation used in our country. The British Infant School places considerable emphasis on older children working with younger children, much more use of vertical grouping—for example, 6-, 7-, and 8-year-olds together—or what they call family grouping of children. In such settings older children take considerable responsibility for helping to bring along younger children, feeling that peer teaching has many virtues. And I believe it does have many virtues.

It is an attempt to start with childrens' interests as opposed to standardized curriculum. The role of the teacher is much less authoritarian then in our typical schools. The English Primary Schools also place emphasis on communications, including the expressive and creative arts.

I am really appalled at our own settings where the expressive arts and the creative arts are looked upon as frills; "things" you do after you do the "hard work" of reading and writing. In the process of dealing with the "hard work" of reading and writing, I have the feeling that we have systematized it to the point where almost no one reads or writes.

Senator SPONG. Do you have any evidence in North Dakota that student achievement has risen in the open classrooms that you have?

Dr. PERRONE. There are some problems with that question inasmuch as there are serious limitations in the available instruments which "measure" academic achievement. I have little confidence in the standardized achievement tests that are being used in North Dakota and beyond. The Iowa Tests of Basic Skills have been used in North Dakota for several years. To date there is no evidence to say that children who are in open classrooms do less well on standardized achievement tests than do reference populations. On the other hand, there is little evidence that on standardized achievement tests they do significantly better than reference populations.

ATTENDANCE INCREASES IN OPEN CLASSROOMS

There is however, a great deal of evidence to suggest that the attitudes of children are considerably better in open classrooms and that children are more pleased with their education. There is also considerable evidence that children have become more independent in their learning and that parents feel their children are gaining significant learning experiences in open settings. Attendance has increased. I was reading recently some of the data coming from one of the Indian communities where we are working. In these classrooms that have moved into more informal and open settings, attendance has shown significant increases, especially at the 5th and 6th grade levels where attendance levels had, in previous years, typically declined.

Senator SPONG. Less dropouts?

Dr. PERRONE. There is heightened interest in remaining in school.

Senator SPONG. Now you have mentioned the Indian students. Could you be specific about the efforts which have been made within the school improvement program to permit Indians as a subgroup to preserve some of their cultural characteristics?

Dr. PERRONE. In the settings in which we are working—and we are working quite closely with parents—there is an effort to revive the culture. We are teaching Sioux and Ojibwa language and culture. People from the communities are assisting in the instruction.

CONFUSION AND DISTRUST OF NEW METHODS

The Indian communities themselves are raising the question: "What is there about our childrens' school that gives support to the culture and legitimizes what we feel is important?" There is a renewed interest in fostering the Indian language in the school. And I think this is important.

There are a number of Indian people with whom I work that have some conflicts over the issue of language. Some of the older people do remember the language and still are facile with it. In addition they have a high level of interest in maintaining the culture. But several of them also remember that in their own schooling experience, they were physically beaten for speaking their native tongue. And suddenly here is a thrust that says, all you were beaten for is really important. I can understand the confusion that exists for many people, as well as the distrust. A clearer direction will come as more Indian men and women become teachers and take positions of power on school boards. Fortunately this is beginning to occur.

I applaud the Indian's efforts to gain control of their children and I certainly will work with them to that end.

Senator SPONG. Thank you. This is a rather obscure statistic to end on, but you gave in the beginning of your testimony a number of comparisons of North Dakota with national norms and averages. Could you tell me how teachers' salaries in North Dakota compare?

Dr. PERRONE. With regard to teacher salaries, we rank 46th in the United States. We were 45th, 2 years ago; hence, we have experienced a decline. I consider that a tragedy. It means that many of the young people preparing for teaching in our State, and have a great deal to contribute to the human resources in our State, will continue to seek employment elsewhere.

Senator SPONG. So you are experiencing a migration of teachers as well as students?

Dr. PERRONE. Typically there has been an outmigration of teachers. In fact, North Dakota has long experienced an outmigration of trained personnel in a variety of fields. One of the things that we have attempted to do through the statewide program is to at least moderate the outmigration of teachers, and, I think, to some degree we have.

We are able to place many of our young intern-teachers into schools serving North Dakota's most rural communities, and many of them have found it to be a marvelous experience. Several have made decisions to remain in the rural schools.

I should share conversation that I had with you because it addresses itself to the foregoing. Talking with a youngster in a small community, I asked how he liked all of these new interns that were working in his school. His comment was: "It's just great, these are the first young teachers I have ever seen." The average age of teachers in the rural communities in North Dakota, at least in 1965, was about 52.

That is far beyond the average age of our population at large. And not only was the average age 52, but almost 100 percent of the teachers were women.

For the first time, large numbers of rural schools have men as teachers. And that is a significant change.

Senator SPONG. We are trying to establish a trend that is otherwise.

Dr. PERRONE. And it is happening. I am really encouraged by the fact that many young people who are deeply committed to more open systems of education are finding that they are freer to work in rural North Dakota than they are almost anywhere in the United States.

Now I wish that there were more dollars available that would give them yet another reason to come and to stay.

Senator SPONG. Doctor, I very much appreciate your testimony. I am going to review the formal statement that is forthcoming, and we may submit to you additional questions for the record. There would be no further appearance required, but we will send them out to the university. Again thank you very much for your testimony.

Dr. PERRONE. Thank you very much.

Senator SPONG. Our next witness will be Dr. Eugene Hoyt, of the Appalachian Regional Commission.

We are very pleased to have you here with us this morning, Dr. Hoyt.

Dr. HOYT. It is good to be here, Senator.

Senator SPONG. I must say that Governor McNair brought you on with a flourish here. I think you might just as soon sit pat.

STATEMENT OF DR. EUGENE G. HOYT, DIRECTOR, EDUCATION ACTIVITIES STAFF, APPALACHIAN REGIONAL COMMISSION, WASHINGTON, D.C.

Dr. HOYT. I'd just as soon stop right now. It's unfortunate to have to come in with a good press. It would be better to come in with a neutral one, and try to build your own case.

I have submitted a statement which you have with you, and I will try to supplement that statement and not repeat the things I have said in it.

Senator SPONG. We will accept the statement in its entirety, and if you would testify from it, I would appreciate it.

(The statement follows:)

PREPARED STATEMENT OF DR. EUGENE G. HOYT

I am pleased to be asked to present to this committee some of the facts concerning education in rural Appalachia and to outline the beginnings of proposed solutions to the situation indicated by those facts.

The facts in brief are these:

1. Health services for rural school children at best are scarce and all too often non-existent;

2. Of one-hundred fifth graders, fewer than fifty remain in school to graduate seven years later in the most rural of Appalachian counties;

3. Teachers' salaries are from one to two thousand dollars a year below the national average. Many rural teachers regard teaching as a second income and not as a profession;

4. Over half of the rural high schools cannot be accredited by regional accrediting authorities because of academic deficiencies such as only one science or no foreign language;

5. Per-pupil expenditures are far below the national average. In some cases one-half the amount is spent for rural children;

6. The failure rate in first grade in the Appalachian portion of some states is 50%.

7. School buildings are generally poor, the older the structure the more apt it is to be a wood frame fire trap;

8. Eighteen percent of inductees to the armed forces failed the physical and/or mental test for induction into the armed forces. The figure for the country as a whole is about twelve percent; and

9. Pupil personnel services are lacking in such areas as psychological services, guidance and attendance services.

The problems are compounded by distance between schools and by inefficiencies caused by small administrative units. Many national programs designed to channel federal funds to school districts on the basis of an application are not utilized in rural districts. The personnel required to write the application are lacking.

The cause of the situation outlined briefly above, is a combination of low value of taxable property, tradition, isolation due to topography, inefficient administrative units and sparse population.

There are, however, a few advantages inherent in small schools which can be used to offset the disadvantages outlined above. Above all, the personal relationships between teachers and pupils can be more positive. Parents and taxpayers feel more a part of the education process in rural communities. There are fewer social problems involving aggressive behavior on the part of the youth. Appalachians tend to have a strong attachment to their communities and families and will sometimes prefer to remain in the "holler" even though there is little or no opportunity for work.

SOLUTIONS

There is no one, perfect solution to the problems of rural education in Appalachia. A combination of the following factors must be present over a period of time, ten to fifteen years, for a beginning to be made:

1. Equitable financing;

2. Improvement of the quality of the teaching staff;

3. Better communication between schools by means of modern technology;
4. Moderate consolidation of schools; and
5. Regionalization of services.

The final point above, regionalization of services, is the tool with which the Appalachian Regional Commission hopes to bring about improvement in Appalachian rural education. The Commission uses the term Regional Education Service Agency (RESA) to identify this agency.

It is defined as a combination of two or more school districts who join together for accomplishing a purpose of providing a service which none could do as well or efficiently by itself.

Some states already mandate such agencies. New York has had its Boards of Cooperative Education Services (BOCES) since 1948. Pennsylvania's Intermediate Units became operational during the current year on July 1, 1971. Other Appalachian states either permit voluntary cooperative action by interpretation of existing statutes or have recently passed legislation permitting such organizations.

The advantages of the RESA type of agency are:

1. local districts maintain their identity and autonomy;
2. economies of size are achieved without creating burdensome administrative machinery;
3. each member school district can request only those services which it needs;
4. the member schools control the RESA—it is their agency—the RESA had no control over the local schools;
5. the RESA can provide specialists which small local jurisidictions cannot individually employ; and
6. education planning can proceed in conjunction with other regional planning groups.

PROGRAMS

The following are illustrations of programs operated by RESA's for rural schools in the Appalachian Region:

SHARED SERVICES

The RESA employed a guidance supervisor who installed a device called VIEW (Vital Information for Education and Work) in each of the high schools of the area. This is a machine which combines a micro-film reader and printer. The student uses a list of jobs available in his locality, these jobs are coded in the machine and when actuated the viewing window displays the name of the job, the training required for entry, the possibility of advancement and other information on the job. If the pupil desires to have the information in hard copy he can get it from the machine.

The RESA does the necessary search for job openings in the industry of the commuting area, prepares the material in micro-film form and inserts it in the device. Each VIEW machine is organized to provide local as well as national information.

New York State's BOCES is the best example of how rural schools, by sharing services, can provide their pupils with many of the advantages of more favored suburban schools. A school nurse will, on schedule, visit several schools. Itinerant special teachers work with classroom teachers on problems involving non-English speaking children and mentally or physically handicapped pupils. Specialists in music, art or physical education teach these subjects in a number of schools.

The BOCES program is highly developed and involves, besides itenerant and special teachers, pupil personnel services, administrative services, and vocational education.

MODERN TECHNOLOGY

The application of modern technology is generally not possible or feasible in small schools. However, it is possible, through the RESA mechanism, to provide technological aids to the component school districts.

Several RESA's in the region are arranging for the broadcast of an early childhood educational television program called "Around the Bend" developed by the Appalachia Educational Laboratory (AEL) of Charleston, West Virginia. This program includes the provision of home visitors who visit the viewers' homes once a week with materials that supplement the televised program. They suggest activities that the mother can conduct with the child to make the view-

ing both more enjoyable and more productive for the child's learning. An additional supplement is a mobile van which contains a more traditional pre-school classroom. The van travels to different locations where the children can assemble as a class once a week.

Dr. Benjamin Carmichael, the Director of AEL, says that early results indicate as much progress as the traditional pre-school classroom at about one-half the cost.

One of the ARC financed RESA's has recently received a grant from the Office of Education under Title III, ESEA, to conduct a demonstration of this program in central Appalachia.

The RESA organization is an economical way a program of this kind could be conducted in a rural area.

Other technologies such as film production, preparation of transparancies for use in an overhead projector, closed circuit T.V., are being provided by means of media centers. Several Appalachian RESA's are operating vans which combine a delivery service of instructional films and other materials with repair services for equipment and consultant services to the teachers.

Perhaps the most sophisticated and productive technological program is in Stamford, New York, operated by Dr. Frank Cyr. The schools in the area are tied together with a fixed beam television system operating by line of sight from hilltop to hilltop throughout the area. Several channels are available at the same time so that students have an expanded choice of subject matter comparable to larger school systems The program makes extensive use of the conference telephone technique and several individual study programs.

None of the above would be possible without a RESA organization.

ADMINISTRATIVE AND MANAGEMENT SERVICES

This is one of the more immediate advantages to be gained by forming a RESA. One of the ARC RESAs estimates that savings on school equipment and supplies will be from 10% to 25% when the needs of individual districts are pooled and bid in larger quantities.

The emergence of the computer as a tool of management makes it possible for school districts to turn over many functions to the RESA office. These include payroll, pupil accounting, pupil scheduling, inventory control and a host of other every-day business office functions. This has the effect of either reducing the individual district's central office personnel or of freeing them for more attention to the instruction of pupils.

One RESA has investigated the use of a computer in planning the more efficient routing of its school buses. But the plan was not carried through since the individual superintendents felt that the benefits to be obtained were not worth the cost.

SPECIAL CLASS SERVICES

The incidence of physical and mental handicaps in rural children is higher than it is in suburban children. A conservative estimate indicates that at least 5% of the children need some kind of special attention to overcome one or more handicaps. Small schools are generally unable to supply this attention since the absolute number of such children is small even though the percentage is the same.

The number of teachers trained to work with special children is very small. Even those districts with the necessary finances and the number of children find it difficult to secure a well trained staff.

The RESA can, in conjunction with nearby universities train teachers, conduct classes and help regular classroom teachers. Several RESA's are conducting such programs. One is demonstrating a program for potential drop outs, identified by being over-age in grade and other indicators of lack of interest or ability, which introduces them to several vocations. The program has been extremely successful in increasing the interest of the pupils in school. Their attendance has increased to about 95% from an average of about 50%.

Another RESA is embarking on an extensive area-wide testing program using the test scoring facilities of one of the larger school districts in the Region.

CAREER EDUCATION

Funds provided under the basic Appalachian Act have assisted in the construction of over 300 vocational education facilities in the Appalachian Region. Some of these are regional in nature while others serve single school districts.

The problems of vocational education are not solved by providing facilities for skill training however. Pupils must be helped to make decisions as to what vocation to choose. The device mentioned earlier (VIEW) is a step in the right direction but it is only a step.

Several RESA's are investigating changes in elementary and secondary curriculum so that the young people will have a sound basis for making a career decision. Changes in the 1971 revision of the ARDA make it possible for the Commission to help regional agencies to develop this program. Experience to date indicates that Appalachian teachers will cooperate willingly in programs designed to revise curriculum and to make them more knowledgeable about how school and the world of work can be brought together.

The RESA employs a person who conducts in-service courses for teachers, directs the revision of curricula materials, arranges for the cooperation of local industry, and schedules out-of-school visits to industrial sites.

One regional agency acts as a clearing house for course selection in an area where several small vocational schools are within twenty miles of each other. This results in a pupil exchange that makes it possible to present a greater variety of courses for pupil selection.

FEDERAL PROGRAM COORDINATION

The superintendents of many small school districts do not have the time to keep up with federal programs. Many RESA's act as sources of information for the local schools on changes in the regulations of Federal, State or private foundation grants in aid. The experience of the Commission in conducting federal aid seminars indicates that this procedure is effective in encouraging applications from the region. The seminars have been partly responsible for a doubling of such Federal funds in the Region.

Some RESA's have pooled such funds as Title I, EESA, to provide better early childhood programs for the disadvantaged.

The RESA program in the Appalachian Region is in its infancy. The small number of demonstrations being conducted with the help of the Commission, State authorities, Federal agencies and local school systems can demonstrate one way to make a beginning on the improvement of rural education. Sound planning dictates that this beginning be reinforced with plans for the adoption of those programs that prove to be successful.

This planning must of necessity be involved with finance. Small rural districts do not have disposable funds for extra services. Finance, then, remains the one big obstacle to permanent improvement. If rural boys and girls are to have the advantages available to urban and suburban children it behooves us to find the money.

Dr. HOYT. I did not include one item in my prepared statement through an oversight, and I would like to make an additional statement.

In discussing the regional education service agencies, I did not mention a significant role some State education departments are playing in this.

In three States in the region, the State education departments are using these agencies to regionalize their services to local school districts, specifically, Alabama, North Carolina, and Pennsylvania. Pennsylvania already has mandatory regional agencies throughout the State, as does New York. Pennsylvania is just starting.

North Carolina, Alabama, and Georgia do provide specialists from the State department of education to go to the local school districts and help them with instructional problems and various other technical problems having to do with teaching. They feel that by heading the organization at the State department level they lose a lot of time in travel and back and forth. They are not as close to the local situation. They are demonstrating a method of supplying these services to local school districts through the State department by locating personnel in the locality being served in a school cooperative.

I'd like to comment a bit on finance. In the Appalachian region, we have the State with the highest per capita expenditure per pupil, and the lowest—New York, and Mississippi. However, Mississippi is within four-tenths of a percentage point of having the same effort to support education as New York does.

Senator STONG. Effort is based on local resource, State resource?

5 PERCENT OF INCOME FOR EDUCATION

Dr. HOYT. Yes. On expenditures for schools using both local and State funds. Local and State funds in New York are about $1,100 per pupil, in Mississippi it is under $500. But each one spends roughly 5 percent of their personal income for education.

I do differ with the Governor's statement, and with your statement, that it is not necessary to have Federal funds. State resources vary so greatly among States that even if each State is relieved of certain other expenditures, this huge difference in personal income would still be there.

I feel there are certain national requirements for the national welfare in terms of education, because of the extreme mobility of the population. There is, therefore, a national interest in contributing either funds or services to the education of each individual. This is a personal opinion and does not reflect a commission policy.

I know it is a moot point, and I am not prepared to present a complete argument. But there are many people who feel this, and I agree with them that it is so.

Now the amount is another question. There are ways of devising a formula, and most of them I think do relate to personal income, and on that basis a good case could be made.

UTILIZE TRADITION TO REFORM RURAL SCHOOLS

I'd like to emphasize that one of the strongest characteristics of rural education is tradition. People in rural communities think a lot of their schools. I have visited schools in the region that are extremely minimal. They are minimal in the courses taught, they are minimal in the kinds of buildings the children are in, they are minimal in terms of the teachers who are there.

And yet when I talk to a person from that school system I find he is very proud of his schools. I don't believe any reform that tends to tamper with that pride and independence will be as successful as a reform which builds on it.

This is why the commission is promoting the voluntary establishment of school cooperatives so that each local community can use its own strength and combine with other communities to provide the kinds of things that children need in their local schools.

The one thing that we do need, however, is permissive legislation on the part of some of the States. A few States have permissive legislation. Tennessee just recently passed a bill permitting the formation of school cooperatives. Other States are depending upon the interpretation of existing statutes.

Virginia, for instance, is one of these, but it's in a better position than, for instance, Alabama would be, because there are specific statu-

tory conditions for sharing expenses across jurisdictional lines in Virginia.

Dilenowisco, the educational cooperative in southwestern Virginia, has some controversial aspects. It has demonstrated very well, I think, some of the pitfalls that you get into when you begin to permit things to be done in education in local communities. It also demonstrates many of the benefits that result from this.

I think that as far as the formal statement is concerned, that would be sufficient. You probably have some questions you would like to ask.

Senator SPONG. Yes, I do have, Dr. Hoyt. We have had some discussion here during the past 2 days about taking services to children or bringing children to services or facilities.

Do you believe that one of these methods is preferable to the other?

METHOD DEPENDS ON SITUATION

Dr. HOYT. No. It all depends on the local situation; it depends on the kind of roads over which the children are to be transported; it depends on how long they will be riding the bus.

In general, those services which can be performed best in a local setting should be performed there because children feel more at home there.

However, if it is necessary to form groups of children who have, for instance, physical handicaps, then it will be necessary to provide some transportation. I would suggest that any child who is physically handicapped, who has to ride more than 45 minutes on the bus, probably ought to have some other arrangement made.

When it is possible to transport them for a brief period of time, sometimes it is to their benefit. Generally, educational cooperatives services flow out to the children where they are.

Senator SPONG. Yesterday, Dr. Edington referred to a study which suggested that English was not the primary language of the Appalachian child. Do you agree with this, and are there any special reading and language programs offered under the Appalachian program?

Dr. HOYT. Some of the school cooperatives who are getting at this question. I was—again referring to Dilenowisco—talking to their reading consultant. I asked, "How do you teach the hard I sound to a child when he is reading, when you don't pronounce it yourself?" And he said, "That bothers us, too." That's as far as I got with it.

I would not say that the Appalachian child does not speak English. Of course it is English. It does, however, have its own grammar and syntax.

It is receding now with the advent of television, and we find that the standard English is becoming more and more the language of the child. Because of television, he understands standard English; whereas, he might not speak it.

In connection with television, we are just starting an investigation of the use of satellites in getting educational television to the more remote Appalachian areas.

Senator SPONG. A few years ago, the statistics on illiteracy, or functional illiteracy, in Appalachia were quite startling. Do you have any recent figures on this?

Dr. HOYT. No; we don't. We are awaiting for a breakdown of the recent census and hoping that it will come quite soon.

Senator SPONG. What percentage of the schools in Appalachia do you believe are still below par insofar as facilities and curriculum are concerned?

Dr. HOYT. I would say that in rural Appalachia, it varies by State. But I think on the average it would be at least 50 percent. This is just an estimate from looking around at various counties.

In several counties I have visited recently, there isn't a building that a child should have to go to school in, while other counties have nice new buildings.

Senator SPONG. We had some testimony from West Virginia yesterday, from McDowell County, and Senator Randolph on at least two occasions reminded me that McDowell County was right next to counties in Virginia, where we had hollows just like they had.

Dr. HOYT. The same problems.

Senator SPONG. Yes.

Rural schools have been criticized in the testimony we have heard here for offering academic and agricultural courses, but not the vocational and technical training which many of the students need in order to become employed. Is this situation also prevalent in Appalachia?

VOCATIONAL PROBLEM IN APPALACHIA

Dr. HOYT. It is improving very much. When we first started to look at the vocational problem in Appalachia, we discovered that, for instance, in one State, 65 percent of the money being expended for vocational education was being expended for training in jobs for only 5 percent of the population.

The Appalachian Commission has as a goal the provision of vocational facilities, and by that we mean facilities that will prepare somebody for a job they can get, for 50 percent of the population in grades 11 and 12.

This goal has been reached in about five States, and we are very close to reaching it in almost all of the others.

I think that now we can say with fairly good certainty that, except for a few spots in a few States, that almost any boy or girl who wants to take a vocational course can do so.

Senator SPONG. I recently read that 90,000 high school graduates have been leaving the Appalachian Region each year. Where do these people go, and do you believe they are prepared for life outside of Appalachia?

Dr. HOYT. They go—not to New York. They will go mostly to the larger cities in the States they are in. In Virginia, to Norfolk and to Washington and Richmond areas. And to the midwestern cities—Cincinnati, Indianapolis, Chicago.

In northern Appalachia, around Pittsburgh, they seem to go to California, which is strange. I don't know why.

Senator SPONG. Are you aware of any general southern outmigration to Atlanta?

Dr. HOYT. No.

Senator SPONG. You are not?

Dr. HOYT. No.

Senator SPONG. It's probably just a bit apart from what we are talking about, but in discussing the drug problems and runaways and dropouts in the past 5 months, I have run into many unrelated cases

where Atlanta seemed to be a great drawing point for young people. And I wondered.

Dr. HOYT. It could very well be.

Senator SPONG. You are just not aware of any pattern?

Dr. HOYT. Right.

Senator SPONG. If this committee should make a field trip to Appalachia, where would you suggest we go? And may I suggest to you that I am not interested in looking at what's bad. I don't think that is what I want to do. I will have to confer with the other members of the committee, but I don't see anything to be gained by talking about what is bad.

WHERE HAS PROGRESS BEEN MADE?

I would like to know where progress has been made that could be outlined and the information disseminated throughout the rest of the country.

Dr. HOYT. There are three or four places. I would suggest, to see a fully developed regional service agency, the kinds of things it can do, to visit one of the New York BOCES. That's an acronym for Board of Cooperative Education Services.

They are the most highly developed in the country. They are in Appalachia. They do provide a host of services, as I mentioned in my paper.

I would suggest either Chautauqua County or Cattaraugus County in southwestern New York. In your own State, Dilenowisco is an educational cooperative in a rural area. The one in the Clinch-Powell area in Tennessee is an illustration of a recently started cooperative. You can get a feel for the problems they are having and how they are solving them.

I would suggest that you visit the village system of Beria, Ky. They have a new building. They are involving the children from the outer rural area there. They have a live, young superintendent, and a modern curriculum.

And I think also the Huntsville, Ala., area of Appalachia is an illustration of how one of the Appalachian local planning districts—LDD—Local Development Districts—is working in human resource development, cooperating with the schools and health services. You can get a picture of cooperative planning for human resource development, including education, in Huntsville.

Senator SPONG. Would the location of the space industry there relate to this, probably enhancing the local interest?

Dr. HOYT. It might, but this has been a declining characteristic of Huntsville. In the rural areas around Huntsville, you wouldn't know you were anywhere near the space industry. It's tobacco and cotton country; rural and Southern.

Senator SPONG. Could you summarize some of the activities taking place in the cooperative educational organizations?

SUMMARIZING ORGANIZATIONS' ACTIVITIES

Dr. HOYT. I would be glad to. In summary, I would say that the significant characteristic is that of voluntary cooperation. No school should be forced to take part in any activity. Local autonomy should be maintained.

The following are examples of activities in Regional Education Service Agencies:

A psychologist is employed to help teachers work with difficult children, to identify those who need special help.

A school nurse is able to help teachers in different schools to know what to do about specific illnesses of children; to conduct classes in first aid procedures for teachers; to assist in medical examinations and follow up the examination to insure that parents know how to correct conditions found.

Assistance is given in curriculum construction and development and in modern teaching procedures.

A cooperative puts on a television program for early childhood education and supervises the home instruction of children by sending home visitors around. This is the Appalachian Educational Laboratory program I discussed in my written statement.

Regional agencies help in terms of business activities, the pooling of purchases and bidding of supplies. They can provide special classes so that mentally retarded children can receive the help they need.

One of the programs you ought to look at in the Dilenowisco area is the 4–I's program, which is not funded by the Commission.

Senator STONG. That is a program in southwestern Virginia.

Dr. HOYT. Potential dropouts are in the class for 2 years, where they sample various vocations. The track record so far shows that these boys and girls who formerly had attended school about 50 percent of the time, are now better than average in their attendance. Several of them have gone back to the regular program or are taking regular vocational education.

When they finish the 4–I's program, they are able to go to work in a particular trade, they know what they are doing, and are employable. Some have left before they were finished, and gone on some bricklaying jobs further up in the county.

Senator STONG. How many schools or school systems are usually involved in one program?

Dr. HOYT. Well, it depends upon the purpose. Some of the cooperatives are designed for planning and for demonstrating programs. The program being demonstrated would then be taken over by a local school system, and the cooperative would go on to something else.

Others are designed to conduct a program from the cooperative center. This kind probably shouldn't have a radius of more than 25 miles from the place the service is coming from. The reason for that is the traveltime, as I mentioned earlier.

It probably ought to have at least 10,000 children in it. If it is at all possible. Sometimes it is too sparse to even have that.

It should have the voluntary cooperation of the people who are there. It should not be forced on them.

Because of those characteristics, in the Appalachian region, the size is generally three counties. However, there are ones larger than that.

Senator STONG. Dr. Hoyt, I very much appreciate your testimony here this morning. Thank you very much.

The Select Committee is in recess, subject to the call of the Chair.

(Whereupon, at 12:14 p.m. the Select Committee was recessed, to reconvene at the call of the Chair.)

APPENDIXES

Appendix 1

ITEMS PERTINENT TO THE FIRST DAY OF HEARING

Item 1—Material Submitted by the Witnesses

FROM LEWIS R. TAMBLYN

Rural Education in The United States

by

Lewis R. Tamblyn

Published by
RURAL EDUCATION ASSOCIATION
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Item 2—Material Submitted by Other Than Witnesses

FROM SENATOR LEE METCALF, OF MONTANA

U.S. SENATE,
Washington, D.C., September 30, 1971.

MR. BERTRAM W. CARP,
Associate Counsel, Senate Select Committee on Equal Educational Opportunity, Washington, D.C.

DEAR MR. CARP: Thanks very much for advising that the record of your 1 September hearing is still open and for suggesting that I might wish to have printed in it a reply to Dr. Isenberg's statement sent him by my constituent, Mrs. Carolyn M. Frojen, Superintendent of Schools in Missoula County, Montana.

If it is true, as Dr. Isenberg said in his statement, that "the quality of any program is determined by the people who staff it," then it is clear that Missoula County, under the direction of Mrs. Frojen, is not numbered among the "rural school boards" Dr. Isenberg had in mind which "for more than three decades have been employing the castoffs, the misfits and the provisionally certificated."

I would be delighted if you will arrange for inclusion of Mrs. Frojen's letter in the printed hearing record.

Very truly yours,

LEE METCALF.

MISSOULA COUNTY SUPERINTENDENT OF SCHOOLS,
Missoula, Mont., September 20, 1971.

ROBERT M. ISENBERG,
Associate Executive Secretary, American Association of School Administrators, Washington, D.C.

DEAR MR. ISENBERG: The enclosures will probably interest you as much as they did me. I feel very strongly on this matter of labels and broad generalizations. Every profession undoubtedly has its misfits, but to state that 10 million rural area children are being short changed by misfit or castoff teachers is a charge that should be supported by facts.

The rural teachers in Missoula County are certificated as University graduates who hold B.A. degrees in elementary education. I feel great pride in the quality of their work and am thoroughly convinced that they compare very well with any city or suburban teachers. Many of our city teachers began their careers in rural schools, and recall those beginning years as the best in their lives—years that were rewarding because of the warm relationships that are possible in a rural school.

Some of the best teaching I have ever seen is being carried on in rural schools under my supervision. I have in mind a county school where the first grade teacher does a superb job of teaching reading. Her district is poor, and she has minimal equipment—no strip film projectors, tapes, earphones, or other instructional devices—but her classes learn to read, and every child reads—whether he is dull, slow, average or markedly superior.

She has developed original drills, games, word plays based on phonics, and those boys and girls respond. They read well. They also write compositions made up of well-constructed sentences and well chosen words.

I could go on about other excellent teaching that I see as I go about this county visiting classrooms. Innovation and creativity are as evident there as in town. Math, art, science—in every subject area I can show you rural teachers whose achievements are outstanding. Proof of this is seen in the high school work these rural students do in our county high school, which most of them

attend. These pupils hold their own very creditably when competing with their urban peers in Missoula County High School.

My observations have not been limited to Missoula County. I formerly served as County Superintendent of Powder River County, an area of big ranches and isolated schools. There, too, I found students advancing under teachers who were vital, stimulating, and genuinely concerned with the progress of their classes.

Throughout our nation, there is increasing realization that personal relationships between individuals are necessary for sound emotional development, the one-to-one relationship that has been lost in our 20th century worship of bigness for its own sake. We are discovering that size alone does not determine quality, that as much learning can be achieved in a room of 10 pupils as of 30.

The open-concept classroom, an innovation in city systems, has thrived all these years in our country schools. The teacher-aides that big schools now hire are nothing new in rural areas where bright 8th graders have always aided the teachers with the younger children, where the older ones watch out for little brothers and sisters, where individuals are important and accepted as members of the group.

Montana's country school pupils are not being shortchanged. Their parents are citizens in today's world—aware of trends, appreciative of the quality living they enjoy and want to continue to enjoy, eager for their children to retain a sense of values, of wonder and delight in the everyday beauty around them.

Their school boards are responsible citizens who are dedicated to providing for their communities the education that will equip their youngsters for constructive maturity. They screen applicants as thoroughly as does our city trustee group, and pick and choose with careful discrimination.

I am convinced that the rural teacher is a very special person because she meets such varied demands in her daily work. Her role is that of teacher of all subjects at all levels, administrator, counselor, public relations expert, custodian and engineer.

Misfit? Never!

Genius? Yes, Indeed!

Sincerely,

CAROLYN M. FROJEN.

FROM MRS. MARCEY BRUNNER, LAKE MONTEZUMA, ARIZ.

LAKE MONTEZUMA, ARIZ.,
September 13, 1971.

SENATE COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY,
U.S. Senate Building,
Washington, D.C.

DEAR SENATORS: Recently I read that Robert H. Isenberg, Associate Executive Secretary of the American Association of School Administrators, made the statement before your committee that more than 10 million children who attend rural schools are being shortchanged because their teachers are often castoffs and misfits. It amazed me that anyone holding such a position could be so uninformed regarding the small school systems in the United States.

An intensive three year study and contacts with state and district superintendents all across the country to obtain information in regard to costs, results of testing etc. showed that children in the smaller districts ranked highest and costs were lower with few exceptions. High School principals contacted reported that students transferring from small elementary districts had a large majority of their students ranking in the upper half of classes in the larger systems. The large urban centers have been slow in accepting the change to intensive phonetic programs in teaching reading. In contrast, many, if not most, of the smaller communities have listened to parents and to classroom teachers, and have made gains which in some cases are startling. Inertia in the large cities, coupled with lack of training in the fundamentals of phonics in many teachers' colleges in America, is now widely recognized.

Recently the Tucson Area Council International Reading Association conducted a survey in an effort to determine needs in the field of reading. The result was that 559 teachers said they would recommend more required course work in reading instruction prior to teaching while only 93 stated they would not. An-

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other question asked was "If you received your teacher training within the last five years, did you feel you were adequately prepared to teach reading?" 203 answered "no" with only 52 saying "yes". I feel certain that similar results would be obtained from other areas across the country. It seems to me that Mr. Isenberg should work to improve the educational departments of colleges and universities instead of discrediting the teachers in small systems who are often obtaining fine results.

Educators in key positions have been greatly responsible for continuing methods of teaching which resulted in about 35 percent of all American youths seriously retarded in reading and another 40 percent deficient. We have been turning out mental cripples by the millions. In 1968 the people of the huge Los Angeles District were shocked when state testing of reading results showed them ranking one of the lowest in the state. (First grade children ranked at 29 which meant that if all children in California were scored in reading ability from 1 to 100, the average first grader at Los Angeles was 71st from the top.) Yet children in smaller systems in surrounding areas ranked higher, including those with a lower average IQ and cost per average daily attendance. With few exceptions the large districts across the country have higher costs per ADA than state averages.

I spent many days substituting and visiting in classrooms in large districts of Florida. Over 52 percent of the children of the State are in six large county systems so I was not surprised when Florida State Superintendent of Schools announced publicly several years ago that the reading level in the state was "tragic". Yet there were many administrators in the large districts with costs higher than state average per student with some of them arguing among themselves as to which was the best way to teach reading.

Our Yavapai County ranked first in the state in testing results of third grade children in Arizona this year, after the legislature wisely passed a state testing of reading law. It is composed of small systems and those ranking the highest within the county were a one-room school and several very small systems. The following information from the Independent Variables was of great interest:

Average size of class: Independent Variable.

44.5 percent of the students in classes of 31–35 pupils ranked above the 3.4 level. In comparison only 31.1 percent of the students ranked above the 3.4 mean in classes of 6 to 10, 35.2 percent in classes of 11–15 and only 31.8 in classes of 16 to 20. Pupils in classes of 21 to 25 had 40.9 reading above 3.4. Contrary to what the majority of educators have been telling us for years the children did best in the large classes because cross-growth teaching was utilized and children aided other children in the learning process.

Design of building: Independent Variable.

The largest percentage of children reading above the 3.4 grade equivalent were in the one room schools, although there are few remaining in the state.

Formal education: Independent Variable.

Teachers with Doctorates ranked the lowest in percentage of students reading above the 3.4 level. (These teachers did not have special classes as did educational specialists whose children ranked the next lowest in percentage of those reading above the 3.4 mean.)

Also very interesting to me was that children using the Scott, Foresman and Harper and Row Basic Reading Programs ranked the lowest in testing. Yet these are on so many of the state approved lists and are widely used across the country. Recent information from the Research Committee of the Reading Methods Research Association states that "although the packaging of reading methods is constantly changing, the prevailing method of initial reading instruction remains similar to that of Dick and Jane— indirect and abstract. For example, *Reading Systems*, the latest product of Scott, Foresman, advises the teacher, ". . . if one is aware of the context of a passage, and if the sentence structure is familiar, an initial consonant may be all (the reader) needs to identify a key word and make possible the prediction of the ensuing meaning." In view of the now impossible task of researching reading programs before they become obsolete, the committee stresses the vital importance of "encouraging the practice of testing the effectiveness of initial reading instruction—scientifically and thoroughly—prior to the publication and official adoption of school textbooks in which instruction is incorporated."

Many people cannot understand why children were taught so many years by the sight method when it proved to be such a failure and continues to be used in

some school systems, especially in the large districts. They do not know how great the vested interests are of some of those engaged in education. It is common practice for instructors at teachers' colleges and also at some universities to receive huge royalties, commissions and concessions from publishers of reading textbooks—and even for staff members of a State Curriculum Department to be in the direct employ of a publishing company, according to research reports.

My research has convinced me that small systems are the best and that a district should be decentralized when it has more than 25,000 students. It will help eliminate many problems that plague our large school districts. More state legislatures should pass state testing of reading bills. District results should receive coverage in the newspapers so the people are aware of how their school system ranks.

In closing I would like to report on my experience when I visited classes in Mayaro, Trinidad where the children came from extremely poor families and were all of East Indian and African descent. Yet these children were reading with understanding far better than children of the same age in the many classrooms I visited and where I was a substitute teacher in three different states. These students were in small rooms with classes of 45 and 50 sharing desks and books. However, they began school at the age of five and were taught phonetically from the very beginning instead of wasting precious weeks in reading readiness and then the look-say method is used in teaching many of our children, especially in very large school systems. Then when children fail to learn to read we now have a mania for "remedial reading classes, which often come too late. If children were taught properly by teachers who were trained well we would not need many of these remedial reading experts. The United States spends almost as much on education as the entire rest of the world—yet far too many children leave school with reading handicaps. The Arizona State Board of Education issued a statement of policy on July 26, 1971: Beginning in 1971–72 promotion into and from the first grade will be based upon predetermined objective performance levels, to be established by the local district. Also, beginning with the 1971–72 freshman class, special instruction will be given so that by 1974 high school graduates (Grade 12) will be able to read at least at the *ninth grade level* of proficiency. I am so glad to be a resident of a state that has had the wisdom to keep their school districts small, even in the metropolitan area of Phoenix, who have a state testing of reading law and whose State Board of Education has taken this constructive action to improve the education of the children of Arizona.

Sincerely yours,

FRANCES BRUNNER
Mrs. H. C. BRUNNER.

Item 3 - Articles of Interest
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See Index for titles and sources.

Appendix 2

ITEMS PERTINENT TO THE SECOND DAY OF HEARING

Item 1—Material Submitted by the Witnesses

FROM DR. EVERETT D. EDINGTON

DISADVANTAGED RURAL YOUTH*

By Everett D. Edington, New Mexico State University

Previous research reviewers have tended to overlook the rural student and the characteristics which may be unique to him and his situation. In this chapter, I attempt to identify those characteristics which, because they are unique, tend to cause the student in rural areas to become disadvantaged. During the last few years, a considerable amount of material was written about rural America, but little of it was based upon research. Although adequate research design is lacking in many of the studies, they do tend to give the best picture available of the rural student. Much of the material cited in this article is not available in published journals; it came from fugitive documents of limited circulation which fortunately are available through the ERIC system.

A number of writers pointed out that rurality by its very nature may have caused pupils to be disadvantaged. Ackerson (1967) stated at the National Outlook Conference on Rural Youth that the incidence of incentive to remain in high school or in college was evidently not as great in rural America, as shown by the high dropout rate, and in all too many cases, the educational and vocational opportunities offered to rural young people were quite limited. Lamanna and Samora (1967) obtained similar findings in a study of Mexican American youth. They found that rural or urban residence was strongly related to educational status. Urban residents were almost always better educated than rural residents, regardless of sex, age, maturity, race, or parentage.

It is difficult to make broad generalizations other than those previously mentioned, concerning disadvantaged rural students. Such groups as the mountain folk of the Appalachian region, the Southern rural Negroes, the American Indians, or the Spanish-speaking youth of the Southwest have special problems. In addition, characteristics are often quite different for persons within the major groupings. Berman (1965) noted that it was invalid to consider all Indian students, no matter which tribal affiliation they maintained, as "just Indians" and to prepare an over-all program which purported to be adapted to the "Indian population." Similarly, it is not acceptable to lump all Spanish-speaking students together under the term "Mexican" or some other term, and to consider all Spanish-speaking students as having identical learning problems amenable to identical educational techniques.

The problems experienced by the rural disadvantaged student are not limited to geographical location. Edward B. Breathitt (1967), former governor of Kentucky, emphasized this fact in his statement that the conditions of the rural dis-

*Drs. J. Clark Davis, University of Nevada, and John E. Codwell, Southern Association of Colleges and Schools, Atlanta, Ga., served as consultants to Dr. Edington on the preparation of this chapter.

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advantaged were not confined to any one section of the United States. They exist in Appalachia and Alaska, in the Mississippi Delta and the Midwest, in New England and California. Such conditions are widespread enough to be a national problem.

The major characteristics of the disadvantaged rural student covered in this review are socioeconomic status, aspirations, attitudes, educational achievement, educational retention, curriculum, and cultural and social status.

Socioeconomic Status

Poverty is a widespread condition among residents of rural areas. Mercure (1967) revealed that one-half of all rural families in northern New Mexico, the Mississippi Delta, the Ozarks, and Appalachia had incomes below $2,000. Douglas (1967) found in his work related to mental health of rural youth that one-third of all persons living on farms and one-fourth of the rural non-farm population were families with cash incomes below established poverty levels. Udall (1967) indicated in his report at the National Outlook Conference that one-third of the rural population accounted for one-half of the population designated as living in poverty. Udall also reported that the median family income for rural Negroes in fourteen Southern states in 1966 was less than $1,500, and in the Southwest over one-third of the Spanish-surname families lived below the poverty level.

Jenkins (1963) and Taylor and Jones (1963) reported that rural income per capita did not match urban income per capita, and that as a result rural residents were disadvantaged in terms of the larger society. Jenkins further states that as a result of this and other factors, there were many rural children who had extremely limited and even impoverished social contacts limiting opportunities to learn, which resulted in an increased incidence of cultural and mental retardation in the poorer rural areas. Baughman and Dahlstrom (1968), in their study of a typical rural Southern community, reported that people were moving away from dependence on the land, although farming remains important. In rural America, non-farm jobs have not developed rapidly enough to meet the needs of the people, and consequently the youth of that area must seek their future elsewhere.

On all socioeconomic levels, children may be hampered by characteristics resulting, directly or indirectly, from their parents' situations. Thurston, Feldhusen and Benning (1964), in a study of factors affecting behavior of rural and urban youth, found that parents with low occupational and educational levels were likely to have children with excessively aggressive behavior. Non-skilled, low-paying jobs, with their consequent fatigue, boredom, and lack of personal reward, were shown to exacerbate existing personality problems within the home, and, hence, to directly influence the home atmosphere. Thurston concluded on this basis that living in rural areas with low income seems to be particularly conducive to the development of "disadvantagement."

McMillion (1966) discovered that rural students from different socioeconomic levels placed different connotative values on selected words and phrases. For example, the word *leadership* was valued more highly by the socioeconomic disadvantaged group pupils. The word *cooperation* was valued more highly by the middle socioeconomic group of pupils than by the highest socioeconomic group of pupils.

Bass and Burger (1967) pointed out that the American Indian is the most disadvantaged rural group. In comparison to the general population, their income was only two-ninths as much; their unemployment rate was almost ten times greater; their life expectancy was seven years less; half again as many of their infants died; their school dropout rate was almost double that of the general population, and they had less than half the years of schooling.

When they studied the relationship between family variables and children's intellectual performance, Baughman and Dahlstrom (1968) discovered the relationship between family variables and children's intellectual performance was closer among the white pupils than among the Negro pupils. Generally, however, the study showed the intellectual proficiency of a child was positively correlated with the socioeconomic status of his family.

The studies reviewed indicate there is a definite relation between socioeconomic levels and educational progress in rural America. This same relationship exists for the general population of the country and is found in urban and suburban areas. For rural, urban and suburban U.S.A., as economic status rises, educational achievement levels rise.

ASPIRATIONS

The research reviewed indicates that there are differences in the occupational and educational aspirations of rural youth in comparison to the aspirations of other youth and that aspirations may differ among different types of rural youth. Ackerson (1967) reported that only about one-tenth of rural young people would be able to remain successfully in farm life, yet the other nine-tenths were not prepared to find other types of employment in the environment of an urban community. Sewell (1963) confirmed the findings of previous educational planning studies which indicated that occupational choices of youth were related to residence.

Rural youth on the whole receive less preparation for successful entry into the world of work and have a much smaller range of occupational aspirations. Haller, Burchinal and Taves (1963) compared rural to urban youth; they discovered that the college and occupational aspirations of rural youth were lower, that they had more trouble getting a permanent job, and that their jobs were not as skilled or highly paid as those of non-rural youth. Taylor and Jones (1963) found that in the rural environment the range of occupational types was limited and that there were few if any white collar jobs represented. The youth from rural areas may not develop attitudes, desire, or motivation to achieve occupational success in white collar jobs.

Taylor and Jones (1963) further pointed out that in low-income areas, students' peer group experiences are homogeneous in terms of social class; thus, these experiences minimize the students' introduction to different values and traditions. Therefore, behavior of rural youths exhibits greater conformity to the cultural values of their own subcultural reference group. This conformity is reflected in the educational and occupational aspirations of low-income rural youth.

There is some indication that rural students from the various ethnic minority groups have lower occupational and educational aspirations than other rural youth. Drabick (1963) in his study of the aspirations of Negro and white students of vocational agriculture in North Carolina found that the Negro, male, senior agriculture student did not desire or expect to enter occupations with as great prestige as did white students. The same relative relationships existed for the educational plans of the two groups. Crawford, Peterson and Wurr (1967) found that the Indian student had lower aspirations than other students. Henderson (1966) reported that nearly 50% of unemployed Mexican American adults were not looking for work.

Socioeconomic status of rural youth plays an important part in aspirations. Taylor and Jones (1963) reported that when emphasis on formal education was lacking as in low-income farm families, the youth involved did not perceive education as a dominant value in American culture and consequently were not motivated to obtain education. Sperry (1965) found a relationship between standards of living and interests of rural youth. Youth from high and middle economic status group backgrounds displayed more scientific and musical interest than youth from lower standard-of-living backgrounds. Sperry felt that scientific interest was explainable in that certain cultural advantages, generally more prevalent among high and middle status groups, were known to stimulate an interest in discovering new facts and solving problems. Likewise, there might be greater emphasis and resources expended on musical interests among families with higher standards of living. Sperry (1965) and Taylor and Jones (1963) indicated that rural youth from a higher socioeconomic level had higher educational aspirations and took greater advantage of educational opportunities than rural youth from lower socioeconomic levels.

Rural Negro youth were found by Ohlendorf and Kuvlesky (1967) to be more oriented toward attaining higher levels of education than rural white youth. Negro boys and girls had higher educational expectations than white boys and girls had. Ohlendorf and Kuvlesky also discovered that much larger proportions of the Negroes desired and expected to do graduate work, while larger proportions of the whites desired and expected to terminate their education after graduating from high school. These findings are particularly interesting when compared to the 1963 results reported by Drabick in his study in North Carolina, which showed lower educational aspirations and expectations among Negro students than among white youth. The explanation for the contradiction is not certain, but it may be due to more realistic aspirations among the white youth or to the differences in the two populations studied, or to significant social changes during the years which elapsed between the Drabick study and the work done by Ohlendorf and Kuvlesky.

There does not seem to be complete agreement on educational aspirations and practices of farm and non-farm youth. Sperry (1965) and Drabick (1963) reported that non-farm rural youth placed higher values on education and more of them attended college than did farm youth or those taking vocational agriculture classes in high school. Slocum (1966) did not find this true in his research in the State of Washington. He found that more farm boys (80%) than non-farm (72%) aspired to attend college. The proportion of farm to non-farm girls with college aspirations was equal. The differences in findings may be due to the higher socioeconomic level of the farmers of the Northwest section of the United States since Slocum also found that the educational aspirations and expectations of students tended to be positively related to the economic and social status of parents.

Rural schools apparently have done very little to help students change these aspiration patterns. Severinsen (1967) indicated that one of the problems of rural youth stemmed from lack of adequate occupational information. This study concluded that significant improvements in vocational knowledge among high school students resulted when increased informational services were provided. Lindstrom (1965) found that rural schools gave no assistance to students who were migrating to the cities to work. He concluded that it was a mistake for youth just finishing high school, especially the younger ones and females, to migrate to the city to seek jobs. Rather, it would be better for these young people to remain in the community to get some job experience related to the kinds of jobs available in the city or to get advanced training of the type demanded by these occupations.

Attitudes

Disadvantaged rural children bring certain attitudes to school which seem to be associated with their home life and economic status. Crawford (1967) said in his discussion of the Chippewa Indian that true poverty involved something much more significant to children that just low income. Poverty involved certain prevalent attitudes which affected the children as they grew up. One common attitude which the rural poor have is the feeling that they are trapped and that there are no promising choices open to them in solving their problems. This attitude carries over into school activities. Palomares and Cummins (1968) pointed out that the Mexican American population in a small border town of Southern California tended to see itself in a less favorable way than the normative population. The self-concept of Mexican Americans seemed permeated with feelings of inadequacy and low self-esteem, both at home and at school. A weakness of this study, pointed out by the authors, was that the tests used the norms as a control population rather than comparing the attitudes of the Mexican Americans in the community with Anglos or others in the same area. Low self-esteem may well have been a characteristic true of the entire community rather than just of the Mexican Americans.

In a study of achievement among Mexican Americans, large numbers of whom are rural residents, Mayeske (1967) examined three aspects of student maturation and attitude in relation to achievement: (1) student's interest in school and persistence of reading outside school; (2) student's self-concept, especially with regard to learning and success in school; and (3) students' sense of control of the environment. Mayeske found that the attitudinal item most highly related to achievement test scores at all grade levels was students' belief in their ability to control or influence their environment. The differences in achievement associated with the belief in one's ability to control his environment remained even after differences in home background were taken into account. Coleman et al. (1966) reported similar findings for a more broadly representative population. Mayeske suggested that for children who have experienced an unresponsive environment, a change in their ability to influence their environment might lead to increased achievement.

Sperry (1965) pointed out that there were sex differences in the educational attitudes of rural children. Girl's attitudes toward an education were more favorable and were more similar to those their parents hoped they held than were boys' attitudes. Sperry also reported that rural youth received more "strong urging" to continue their education from their mothers than from their fathers.

Educators and lay community persons often have different attitudes toward rural students from different ethnic backgrounds. Anderson and Safar (1969) reported a sharp disparity between school board members' and administrators' perceptions of the adequacy of existing school programs for Anglos, Spanish-

Americans, and Indians. School board members interviewed were quite satisfied with existing programs and felt the programs were equal for all the groups of children. School administrators felt that Spanish-American and Indian students were not encouraged as much as their Anglo classmates.

Educational Achievement

All groups of disadvantaged rural students are characterized by poor educational achievement. The United States Department of Agriculture (USDA, 1967) reported that about 19% of the rural youth had fallen behind at least one year and that only 12% of urban youth were that educationally retarded.

Baughman and Dahlstrom (1968), in their study of a rural Southern community, found that only white girls consistently measured up to national norms on academic achievement scores. The younger white boys compared favorably with the girls, but beyond age eleven their scores dropped below both the national norms and white girls' achievement scores. In this study the Negro boys made consistently poor showings; this was apparent at even the younger ages. Negro girls achieved below norm levels except in spelling, but achieved significantly higher than the boys in spelling and mathematics. Silvanoli and Zurkowski (1968) found that young disadvantaged Arizona Indian children did well in spelling. A USDA report (1967) indicated that in the five Southwestern states, 16 and 17 year olds with Spanish surnames were far below the national norm of educational achievement. This was especially true for rural Spanish surname youth.

The most deprived and sometimes least visable member of American rural society is the American Indian. Bass and Burger (1967) reported that a comparison between American Indian and Anglo students, controlled for geographic isolation factors, showed the schooling gap to be attributable to cultural differences rather than ruralism.

A number of studies have shown that the Indian student is nearly equal to the Anglo at the pre-school and primary levels, but as he progresses through grade levels he falls behind. The Ohannessian (1967) and Bass and Burger (1967) studies are good examples. In each it was found that as Indian students went up the school ladder, their achievement seemed to fall progressively behind the school norms. They found that the situation worsened as the Indian child progressed from the sixth to the twelfth grade.

Palomares and Cummins (1968) found the same to be true with the small town Mexican-American population, which was characterized by a progressive drop in achivement throughout the grades. Mexican Americans were normal in achievement at first and second grade, but one grade behind by sixth grade. The investigators found the same situation in relation to perceptual-motor development of the Mexican American children. This progressive deficit in perceptual-motor development was attributed to both home and school environment. Palomares and Cummins found an almost identical situation in studies conducted at Wasco and San Ysidro, California.

Statistically significant differences in IQ scores for rural Indian, Mexican American, and Anglo students were found by Anderson (1969). In a study in rural New Mexico he found that 55% of the Anglo students had high level IQ scores, 18% had median level scores and 27% low level scores. For the Spanish American pupils the high level, median level, and low level percentages are 33, 26 and 41 respectively; for the Indian pupils, the percentage of students whose IQ scores fell into each category were 18, 9, and 73 respectively. The same type of distribution was found for achievement scores among the three groups at the elementary and high school levels.

Baughman and Dahlstrom (1968) found in their study of a Southern rural community that white girls and boys had the highest ability levels, but white girls were highest in achievement scores. Negro girls scored about one standard deviation below the national norms on both ability and achievement scores. The Negro boys were equal to the Negro girls on ability scores at lower ages but were lower as they progressed in years.

It should be remembered, however, that it is very difficult to measure either IQ or achievement accurately with tests that are culturally biased. Wax and Wax (1964), in working with Indian children, found that proficiency in English was essential for scholastic or academic achievement. For this and other reasons, existing methods of measuring achievement and academic ability are biased

against the child whose first language is not English. Henderson (1966) further substantiated this finding when working with Spanish-speaking students. It seemed that lack of training and language were seen as barriers to advancement more often than was ethnic identity.

Language difficulty is also a problem for English-speaking disadvantaged rural people who use a non-standard form of English as their first language. Skinner (1967) reported that much of the illiteracy among the Appalachian people was really the result of failure to supply the children with means of learning to use standard English effectively. A language system is imposed upon them which is totally alien to their experiences. Alien reading and writing codes are incorporated into it. Skinner further stated that when pupils could not meet the demands to learn the language system, they were labeled as problem leaders and illiterates. He said the children were not illiterates, but they appeared to be so when measured according to the middle-class language system.

Educational Retention

The research literature on retention rates for individual groups of rural youth is sparse and not very clear. Available figures make it evident, however, that the dropout rate of rural students is a serious problem. The USDA report (1967) indicated that although the dropout was a nationwide liability, failure occurred more often in the South than the North and West, and more often in rural than urban areas. Lamanna and Samora (1967) reported that urban residents were much more likely to stay in school than rural non-farm or rural farm residents.

The dropout rate among American Indians is extremely high. Crawford (1967) reported that in secondary school the Indian pupil typically begins to show evidence of scholastic and personal problems. His attendance is often erratic. According to Bryde (1967), the national dropout rate for Indian students from the eighth to the twelfth grade was 60%. A dropout rate of that size indicates not only scholastically but also socially maladaptive behavior by the majority of Indian students. Wax and Wax (1964) felt that socioeconomic problems had much to do with the high dropout rate of Indian students. These investigators found a higher frequency of dropouts among high-school Indian students when the father was irregularly employed than in those families in which the father had steady employment. The study also indicated that a persistently increasing difficulty with the English language caused a lag in comprehension and eventually resulted in termination of the student's education.

Although the dropout rate is high among other groups of rural youth, it is a particularly serious problem for children of migrant workers. Soderstrom (1967) in a study of migrants in Idaho found that they had a dropout rate four times greater than the Idaho statewide average. Soderstrom indicated that the characteristics of migrants which might cause the dropout problem were limited cultural environment, high mobility, and language difficulties.

Curriculum

It was indicated in many of the studies reviewed that the curriculum was not adequate to prepare rural students, especially those from disadvantaged homes, for higher education or employment. Mercure (1967) reported that most rural schools did not have the resources or creativity to develop programs designed to enable rural minority youth to relate to the broader United States environment. He felt that consolidated rural school systems should work out more appropriate programs and curriculum for these students.

Jenkins (1963), Lindstrom (1967) and Ohlendorf and Kuvlesky (1967) felt that vocational education programs for youth should be upgraded. Jenkins noted that a major need in dealing with rebellious rural youth was to give them a stake in the social order by helping them acquire vocational skills. He reported that their schooling was too much limited to the academic. The vocational training available to rural youth was too often limited to training in farming, which could not meet the need of the majority of rural youth who must move into industry. Lindstrom found that most rural youth migrating to the city had no specific training in high school to prepare them for those jobs in the city that were likely to be offered to them.

Ohlendorf and Kuvlesky (1967) reported that large numbers of rural youth who reside in low-income areas, especially Negroes, want and expect to attain higher levels of education. If rural students are to be able to meet these ex-

pectations, then more adequate curriculum and facilities must be provided. Otherwise, opportunities for these youth to participate fully in society will continue to be limited by their disadvantaged educational status.

Cultural and Social Status

There are a number of major cultures represented by disadvantaged rural youth. Some of the most distinctive and well-known include the rural Negro, the mountain white, the American Indian, and the rural Mexican American. Each group tends to limit the experiences of the child primarily to culture of the particular group. Henderson (1966) reported that the rural Mexican American youth tended to associate only with persons within his own group, thus further limiting his cultural experiences. Jenkins (1963) pointed out that the limited range of contacts available to the rural child had definite effects. That child's opportunity for learning is likely to be more restricted than either the advantaged rural youth or the urban youth. The rebellious rural youth can not melt into the "crowd" available to urban youth. In the continuity of contacts which is characteristic of his life, the verbal assurance of the rural youth becomes less important and his performance becomes more important. It is not easy for him to substitute assurance for performance.

Weller (1965) reported apparently recent attitudinal changes in the mountain people of the Appalachian region; they seemed to be recognizing the importance of their children's obtaining an education. They still feared, however, that education would separate the children from their families and destroy the common reference group. Weller indicated that in adult-centered mountain families, separation between adults and children began about the time children entered school and from that time increased rapidly. The mountain white people tended to resist help from organizations or individuals other than relatives. Crow, Murray, and Smythe (1966) found that because of this resistence, a great many people were not very interested in schools or schooling. This adult commitment to independence was easily adopted by the children who often mimicked it in their resistance to the authority of the teacher or the policeman.

Another characteristic which Weller found in the culture of the mountain youth was their inability to concentrate for long periods of time on a particular subject. This inability combined with the lack of any home emphasis on the value of learning that could not be applied immediately hindered the mountain child in his education.

The Mexican-American student in the Southwest is another example of youth torn between two cultures. A great many of these young people are becoming Americanized and integrated into the mainstream. Forbes (1967) reported that in many rural areas of the Southwest, most Mexican American adults could be described as belonging primarily to the culture of northern Mexico. The Spanish language was still favored over English in the homes. Often the young Mexican American student entering a completely "Anglo type" school is torn between the culture of his parents and the middle-class orientation of the classroom. Mayeske (1967) stated that achievement was highest for Mexican American students when English was spoken in the home. The use of a language other than English detracted from the achievement of the youth. Mercure (1967) also reported that few students from small Spanish American villages participated in extracurricular activities at consolidated high schools.

Students with the greatest cultural differences to overcome are American Indians. Gaarder (1967) indicated that more than half of the Indian children he studied used an Indian language. This lack of familiarity with English made it very difficult for them early in school to become a part of middle-class school culture. In addition, the problem of improving education for the Indian student is complicated not only by great cultural differences between him and the dominant society, but also by extreme cultural differences among the Indians themselves. There are several Indian subcultures. Ohannessian (1967) reported some 13 large and extensive language families among the American Indians. These language subdivisions tend to differentiate the various groups. Ohannessian also noted that some Indians appeared to be actively striving for assimilation and did not regard the majority culture as one imposed upon them. Others actively or passively rejected it. Aurbach (1968) reported that more than 50% of all Indian children dropped out of schools in the late 1950's, and that among the major reasons were the cultural differences in educational expectations between Indians and other groups. Bryde (1967) discovered that when comparing per-

sonality variables among white and Indian groups, 26 of 28 personality variables were significantly different. On each of the measures, the total Indian group revealed greater personality disruption and poorer adjustment. Bass and Burger (1967) reported that the Indian student finds himself at a great disadvantage because of cultural differences. The authors indicated that the mere fact of conflict between the language at home and the language at school caused a high failure and dropout rate.

Conclusions

A review of the available research relevant to the characteristics of disadvantaged rural students shows them to be affected in seven general areas. The low socioeconomic status of large numbers of noncorporate-farm rural families is a characteristic of prime importance, particularly in view of the relationship between economic status and school achievement for rural as well as urban children. In addition, the educational and occupational aspirations of rural students appear to be negatively affected by their low economic status and possibly further depressed by factors related to geographic isolation. Many rural young people who will not be able to make a satisfactory living by farming do not aspire to any higher skilled urban occupations nor to the educational level which would prepare them for such work. Possibly related to socioeconomic status are other attitudes found among rural children which may further hinder their progress: low self-esteem, feelings of helplessness in the face of seemingly unconquerable environmental handicaps, and impoverished confidence in the value and importance of education as an answer to their problems. All of those attitudes understandably may contribute to the child's failure to benefit from his schooling.

For the rural child, these three characteristics—socioeconomic status, low level of aspiration, and attitudes non-supportive of educational progress—are linked with a fourth, educational achievement, to form part of a cycle of cause and effect the mechanisms of which available research does not yet permit us to specify. Disadvantaged rural students, like their urban and suburban counterparts, are characterized by achievement levels below national norms. Moreover, the mobility of rural and urban disadvantaged populations make it difficult to determine whether rural student achievement levels are more seriously retarded than urban disadvantaged student levels. Accompanying these characteristics is a pattern of slightly higher dropout rates, which indicates that educational retention is a more serious problem in rural than in urban areas.

Studies which survey these characteristics of rural youth also reveal that curricula in rural schools are frequently inadequate for and irrelevant to the needs of these students. Several writers noted that curricula should be more meaningfully related to the financial and occupational realities of the students' lives. Finally, available research indicates a wide range of cultural and ethnic groups among disadvantaged rural youth. Children from each distinctive group tend to be limited in the breadth of their cultural experiences, and thus find it difficult to adapt to educational environments which tend to follow mores and values drawn from the dominant culture and broader frames of cultural reference.

Perhaps the two primary conditions vital to any consideration of disadvantaged rural youth are isolation and poverty. The former is of special concern since it is perhaps the one characteristic most peculiar to the noncorporate-farm rural child, and one which may make the effect of other disadvantages more severe. Not only does geographic isolation help to confine the child's cultural experience to his own group, but also this relative isolation may well make it more difficult for the school to capitalize on characteristics which could be turned to the pupil's advantage in a setting where richer and more varied educational resources were available. Poverty, likewise, is a rural condition of primary importance. It is endemic to a large segment of the rural population not directly involved in corporate farming. Although poverty is not incompatible with high level academic achievement, research consistently shows a high degree of association between poverty and low level education progress.

The survey of available material indicates that studies of rural children are of about the same level of research as those studies directed at disadvantaged children in general. Emphasis is placed on negative characteristics or deficits as compared to some assumed norm for the total population. Although some subgroups have been identified for study, the tendency in this research is to treat

rural youth as if they were a meaningful and integral group for study. Since they tend to be removed from the proximity of major research centers, this population has not been the subject of intensive longitudinal and developmental process investigations. Qualitative studies of function and process are absent. Status studies have dominated. Such studies are not helpful in terms of the education of such children. We know they are poor; we know they are disadvantaged. We know that they are deficient in some of the areas where more privileged students are strong. What we need is examination of critical issues having to do with fundamental relationships between the functional characteristics of rural disadvantaged children and educational development. Too often the analysis of educational disadvancement tends to be approached quantitatively. This work contributes to classification and serves some administrative functions, but before we can develop really effective correctional compensatory and developmental programs which circumvent some of the handicaps, which provide alternative routes to learning, or which build upon special characteristics, we need more detailed appraisal research with a greater qualitative emphasis.

The studies examined in this chapter also serve to emphasize another weakness in current research on disadvantaged children. Any large-scale quantitative approach to the study of the status of conglomerate groups leads to excessive generalizations. Important variations within subgroups are often lost in this research. The functional relationships between and among status and process variables are seldom studied. For purposes of effective educational improvement and better understanding of the developmental and educational issues involved, there is crying need for more concern with individual and subgroup differences, in function, with developmental and learning environments, with differential facilitating and interfering processes and the relationship between such variables.

Finally, it is important to evaluate the tendency to view these problems in isolation from the main currents of educational research and development. The movement of sub-populations in the United States today is such that rural areas feed their problems and special characteristics into urban suburban populations. Although the problems of rural disadvantaged children, as this survey has shown, are not unlike those of other youngsters, rurality does impose certain conditions which exacerbate educational problems. Future research relating to disadvantaged rural students must be coordinated with other major educational research programs in the nation. Educators can no longer afford to study each segment of the society in isolation from any other. The problems and their solutions are overlapping and interrelated.

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RURAL EDUCATION IN THE UNITED STATES

By W. D. McClurkin *

SEPTEMBER 1970

EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

CLEARINGHOUSE ON RURAL EDUCATION AND SMALL SCHOOLS (CRESS)

New Mexico State University, Las Cruces, New Mexico 88001

Document available from ERIC Document Reproduction Service as ED 043 408.

* Vice-President for Academic Affairs, George Peabody College for Teachers, Nashville, Tennessee.

THE ROLE OF THE ERIC CLEARINGHOUSE ON RURAL EDUCATION AND SMALL SCHOOLS (ERIC/CRESS)

ERIC (the U.S. Office of Education's Educational Resources Information Center) is a national network for acquiring, abstracting, indexing, storing, retrieving, and disseminating the most significant and timely educational reports and program descriptions. ERIC consists of a coordinating staff located at the U.S. Office of Education, supportive technical subcontractors, and 19 decentralized Clearinghouses, each focused on a separate area of education. The basic objective of ERIC is to provide the acquired information promptly and inexpensively to a wide variety of audiences.

Information is disseminated through RESEARCH IN EDUCATION (RIE), a monthly abstract journal published by Government Printing Office. RIE contains abstracts of documents from all ERIC Clearinghouses; abstracts of on-going research projects; and indexes by subject, institution, and author or principal investigator. Documents cited are available in hardcopy or microfiche form from ERIC Document Reproduction Service (EDRS) in Bethesda, Maryland; alternate availabilities are indicated when relevant. (Microfiche are 4'' x 6'' microfilm cards, containing up to 70 pages of text.) Articles from selected journals are indexed in CURRENT INDEX TO JOURNALS IN EDUCATION (CIJE), published monthly by CCM Information Corporation in New York City. (Presently more than 540 journals are indexed; some journals are indexed cover to cover; other journals are only indexed when education articles appear.)

The ERIC Clearinghouse on Rural Education and Small Schools (CRESS) is responsible for acquiring, abstracting, and indexing research reports and other documents related to all levels of rural education, small schools, Indian education,

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Mexican American education, migrant education, and outdoor education and recreation. Included are broad ranges of materials, program descriptions, and innovations of each of the above, plus literature pertaining to social and cultural characteristics of American or international rural populations. Documents submitted to CRESS include research reports, newsletters, conference papers, bibliographies, curriculum guides, speeches, journal articles and books. Bibliographies, state-of-the-art papers, interpretive summaries of research, and research synthesis papers are prepared and disseminated by ERIC/CRESS staff.

Examples of special activities of ERIC/CRESS are as follows:

A national workshop on "Vocational Education for American Indians" was conducted to coordinate vocational programs.

A four-week institute funded by USOE for thirty librarians working with Mexican Americans and Indians was conducted by ERIC/CRESS.

A satellite center for ERIC/CRESS was established at the University of North Dakota. Copies of all CRESS publications will be located at the center which in turn will act as an acquisitions agency for the Clearinghouse.

A joint workshop was conducted by ERIC/CRESS and the ERIC Clearinghouse on Teacher Education to develop guidelines for teacher education programs for Indian Americans. This workshop was held at the Indian Education Center, Arizona State University.

CRESS sponsored a national conference for the preparation of teachers working with Mexican Americans. The conference was funded by USOE.

A Southwest Regional Conference for Outdoor Education was jointly sponsored by CRESS and the New Mexico State University Physical Education Department. Many states were represented. Clinics were conducted on various outdoor activities.

Public Schools for Cooperative Research, an East Tennessee school study and development council, conducted a conference at the University of Tennessee. CRESS prepared working papers for the conference and sent the associate director and three research associates to discuss the papers with conference participants.

CRESS prepared seven publications for a National Conference on Educational Opportunities for Mexican Americans. The publications were reports and analogies of the educational and sociological needs of the Mexican American.

A workshop designed to determine knowledge needed and information utilized concerning each of our scope areas was conducted. Consultants representing each of our scope areas set up working groups to determine the target topics for research projects. As a result of this project, CRESS contracted a number of papers on the topics suggested.

In addition to the indexing and abstracting of information for RIE and CIJE, a major function of the ERIC system is that of research synthesis. It is impossible for the local teacher or administrator to read all the research produced in their area of interest. Increased emphasis has been placed in each of the Clearinghouses to synthesize research in an area with one easily understood publication.

ERIC/CRESS produces synthesis papers for each of its scope areas. More than fifty-six publications have been produced by the Clearinghouse. The trend now is toward that of producing material that can be of immediate use by the local education. The ERIC information base is used in the development of such products.

ERIC/CRESS is staffed to answer requests pertaining to the use of the ERIC system in general as well as ERIC/CRESS itself. Staff members can also provide consultation services on the establishment and use of information centers. CRESS is also equipped to run computer searches through the entire ERIC files, including both the RIE collection and CIJE articles.

A quarterly newsletter is published by ERIC/CRESS staff. Newsletters are distributed to our regular mail list and are available upon request.

ERIC/CRESS
Box 3AP
Las Cruces, New Mexico
88001

6515/6516

STATE OF IDAHO—GENERAL FUND STATEWIDE TOTALS—FINANCIAL OPERATIONS, FISCAL YEAR JULY 1, 1969 TO JUNE 30, 1970

	1969–70	
	Amount	Percent
Revenue:		
Taxes	$33,306,126.56	37.43
Other revenue	1,948,784.35	2.19
County apportionment	8,202,043.71	9.22
State apportionment	41,385,673.60	46.51
Federal assistance	3,685,642.54	4.14
Nonrevenue	461,610.79	.51
Total	88,989,881.55	100.00
Expenditures:		
Administration salaries	2,844,137.67	3.25
Administration other	686,528.71	.78
Instruction salaries	60,101,516.91	68.62
Instruction other	4,231,250.21	4.83

	1969–70	
	Amount	Percent
Expenditures—Continued		
Attendance	$47,596.62	0.05
Health	267,740.46	.31
Transportation	4,741,099.11	5.41
Operation of plant	8,220,159.15	9.39
Maintenance of plant	2,356,853.99	2.69
Fixed charges	2,083,098.87	2.38
Food service	93,733.39	.11
Student body	35,429.64	.04
Capital outlay	1,590,633.03	1.82
Debt services	99.24	0
Tuition paid-out	279,057.77	.32
Total	87,578,934.77	100.00

Funds received from forest cutting in Idaho—In fiscal years

Distribution:	
1970	$3,423,411.30
1969	4,026,571.20
1968	1,868,402.21
1967	1,489,207.36
1966	1,234,311.05
1965	1,054,579.26
1964	1,134,781.74
1963	1,125,144.49
1962	1,063,434.85
1961	1,121,453.13
1960	1,907,148.16
Distribution—Continued	
1959	$1,281,277.04
1958	1,019,806.32
1957	1,608,843.28
1956	1,636,032.00
1955	1,062,204.77
1954	974,433.39
1953	939,036.57
1952	886,798.43
1951	821,165.30
1950	495,281.34

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ENROLLMENT IN IDAHO PUBLIC SCHOOLS—GRADES 1 THROUGH 12

12TH GRADE GRADUATES—AND BIRTHS FOR COMPARABLE PERIOD 6 YEARS PREVIOUS

School year	1955–56	1956–57	1957–58	1958–59	1959–60	1960–61	1961–62	1962–63	1963–64	1964–65	1965–66	1966–67	1967–68	1968–69	1969–70
Total enrollment	145,094	148,984	154,111	158,968	162,839	167,026	172,731	174,610	177,366	179,913	181,526	182,294	184,458	187,683	189,483
Percent of increase or decrease	(3.0)	(2.7)	(3.4)	(3.2)	(2.2)	(2.6)	(3.4)	(1.1)	(1.6)	(1.4)	(0.9)	(0.4)	(1.2)	(1.7)	(1.0)
12th grade graduates	6,950	7,011	7,290	7,495	8,179	8,911	8,722	8,681	9,247	11,369	11,098	11,328	11,409	11,741	12,271
12th	7,576	7,453	7,854	8,146	8,937	9,711	9,460	9,389	9,981	12,195	12,001	12,324	12,303	12,679	13,259
11th	8,605	8,988	9,331	9,990	10,724	10,469	10,315	10,830	13,197	12,916	13,150	13,076	13,397	14,172	14,239
10th	10,018	10,218	10,793	11,686	11,154	11,008	11,861	13,913	13,776	13,834	13,739	13,997	14,761	14,938	15,313
9th	10,953	11,306	12,357	11,851	11,610	12,229	14,655	14,292	14,338	14,098	14,429	15,111	15,180	15,730	15,761
8th	11,569	12,386	12,026	11,723	12,353	14,597	14,525	14,276	13,937	14,268	15,002	14,896	15,331	15,659	15,764
7th	12,635	12,190	12,070	12,461	14,743	14,511	14,654	14,303	14,468	15,177	15,144	15,441	15,530	15,755	15,932
6th	12,194	11,920	12,380	15,007	14,563	14,496	14,412	14,470	15,138	15,022	15,514	15,492	15,904	15,564	15,705
5th	12,050	12,503	15,189	14,750	14,588	14,315	14,960	15,402	15,296	15,556	15,665	15,462	15,428	15,581	16,016
4th	12,586	15,476	15,041	15,011	14,570	15,084	15,795	15,736	15,829	15,806	15,694	15,496	15,564	15,874	16,021
3rd	15,626	15,118	15,116	14,981	15,504	15,828	16,265	16,315	16,163	16,082	15,863	15,589	15,792	16,056	16,317
2nd	15,277	15,545	15,295	15,997	16,348	16,397	16,970	16,679	16,504	16,290	16,263	16,143	16,331	16,611	16,366
1st	16,005	15,881	16,659	17,365	17,456	17,691	17,963	18,010	17,620	17,484	17,691	17,783	17,722	17,532	16,897
Handicapped					439	690	866	995	1,119	1,185	1,371	1,526	1,695	1,532	1,893
Births	15,802	15,666	16,182	16,402	16,499	16,747	16,705	16,428	16,500	16,732	17,009	17,016	16,701	16,303	14,734
Birth year	1949	1950	1941	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963

Note: Enrollment in handicapped units included in grade designation prior to 1959–60.

Item 2—Material Submitted by Other Than Witnesses

FROM FRANKLIN CHURCH

SCHOOL LUNCH MENU

WEEK OF AUGUST 30–SEPTEMBER 3

Monday.—Brown Beans, Corn Bread, Kraut and Weiners, Sweetie Pie.
Tuesday.—Cheese sandwich with lettuce, Baked beans, Spice cake, Apple sauce.
Wednesday.—Tuna salad sandwich, Carrot stick, Bag peanuts, Orange, Cookie.
Thursday.—Sloppy Joes, Cole slaw (with carrott), Banana, Potato chips.
Friday.—Hot dog with chili, Apricots, Candy.

LETTERS PERTAINING TO COMMITTEE FOR BETTER EDUCATION

THE BOARD OF EDUCATION,
THE COUNTY OF MCDOWELL,
Welch, W. Va., April 17, 1970.

Mr. FRANKLIN CHURCH,
Chairman, Bradshaw Area Educational Group,
Bradshaw, W. Va.

DEAR MR. CHURCH: I shall be happy to meet with you at the Jolo Elementary School on Tuesday, April 28, at 11:15 a.m.

Sincerely yours,

P. K. MARTIN,
Superintendent, McDowell County Schools.

BRADSHAW AREA EDUCATION COMMITTEE,
PARENTS OF THREE FORKS, HAGARMAN, AND JOLO SCHOOLS,
Bradshaw, W. Va., April 24, 1970.

Doctor CARR,
President, McDowell County Board of Education,
Welch, W. Va.

DEAR DOCTOR CARR: After meeting with the Superintendent of Schools and getting no satisfaction with our grievances hereto attached, we ask for an appointment with the Board of Education to discuss these grievances.

Let us quote from the School Laws of West Virginia, Page 70, Article 5 "County Board of Education". Section 18–5–13, "Authority of Boards generally". We know that it is within your authority:

"(3) To close any school which is unnecessary and to assign the pupils thereof to other schools: Provided, that such closing shall be officially acted upon and teachers and service personnel involved notified on or before the first Monday in May * * *

(4) To consolidate schools;"

Because of the short time before May 4, we insist that we meet with you and the Board on or before Friday, May 1, 1970.

I will be waiting for you to contact me so that I can notify the Committee. I can be reached, or a message can be left at the Bradshaw Community Center. Phone Number: 967–6821.

Yours truly,

FRANKLIN D. CHURCH,
Chairman.

(6518)

THE BOARD OF EDUCATION,
THE COUNTY OF MCDOWELL,
Welch, W. Va., April 30, 1970.

MR. FRANKLIN D. CHURCH,
Jolo, W. Va.

DEAR MR. CHURCH: I received your letter dated April 24, 1970, but was postmarked at Jolo on April 28 p.m. and addressed to me at Welch. This was subsequently forwarded to me at War and received this afternoon on April 30.

Due to the element of time, I regret to advise you it will be unable to have a special meeting of the Board on or before the first of May. However, the Board would be only too happy to discuss this matter with you at our next regularly scheduled Board meeting.

I have previously been informed by Mr. Martin that you have met with him, and this matter is now under investigation. I am sure Mr. Martin will have a report of his findings available at the next Board meeting at which time we will be happy to discuss this.

I suggest you contact Mr. Martin to make arrangements as to the day and time of meeting with the Board.

Yours truly,

A. B. CARR,
President, McDowell County Board of Education.

THE BOARD OF EDUCATION,
THE COUNTY OF MCDOWELL,
Welch, W. Va., May 28, 1970.

MR. FRANKLIN D. CHURCH,
Jolo, W. Va.

DEAR MR. CHURCH: Due to Commencement Exercises, we have been forced to change our June 9 Board meeting to June 2 at 7:30 p.m.

If you would like to appear before the Board, we will be glad to hear any statements you have to make; but due to the change of the date we will be unable to give you a definite answer. The next regular Board meeting will be June 23. If you would like to wait and meet with us on that date, it will be agreeable.

Please let me know your decision.

Sincerely yours,

P. K. MARTIN,
Superintendent, McDowell County Schools.

THE BOARD OF EDUCATION,
THE COUNTY OF MCDOWELL,
Welch, W. Va., June 15, 1970.

MR. FRANKLIN CHURCH,
Bradshaw Education Committee,
Jolo, W. Va.

DEAR MR. CHURCH: The next meeting of the McDowell County Board of Education has been changed from Tuesday, June 23 to Monday, June 22 at 7:30 p.m.

Sincerely yours,

P. K. MARTIN,
Superintendent, McDowell County Schools.

SANDY RIVER DISTRICT COMMITTEE FOR BETTER EDUCATION,
Bradshaw, W. Va., July 20, 1970.

DR. A. B. CARR,
War, W. Va.

DEAR MR. CARR: We, the people of Sandy River District, have the following complaints:

(1) We did not agree or submit to any decisions the Board made concerning the Hagerman, Three-Forks or Jolo Schools.

(2) We have decided not to accept the Bag Lunch Program. Instead, we demand a complete Hot Breakfast and Lunch Program at all schools that do not have them.

(3) We know that the Low Water bridge will endanger the community at Three Forks because it will act more as a dam than a bridge, letting water back up and then spill over onto people's property and into their homes.

(4) We demand that the Board accommodate the people of Three-Forks and Hagerman areas with three (3) van-type buses to transport the children to and from school from these remote and outlying areas.

(5) The Buckeye Hollow Bridge is unsafe and must be rebuilt before children could possibly be bussed across it. Also, the road must be repaired.

(6) The Kennedy Fork road must be updated and bridges built to accommodate the children.

(7) The Scott Hollow road is in an almost impassable state. There are no vehicle bridges or foot bridges in this hollow and all of these children must wade the creek in two places in order to get to school. Improvements must be made here.

(8) We would like to know why that McDowell County is fourth in the State with revenue, but is thirty-seventh in the State to receive revenue for county problems.

(9) We would like to know if you intend to reopen the Yukon No. 1 School. If so, when? If not, why not sell the property and use the money to purchase the van-type buses we need.

(10) We demand Special Education Classes in the Bradshaw, Jolo areas beginning with the 1970–71 school term.

Your consideration in this matter will be appreciated.

Yours for Better Education,

FRANKLIN D. CHURCH,
Chairman.

WAR, W. VA., *September 17, 1970.*

Mr. FRANKLIN D. CHURCH,
Bradshaw, W. Va.

DEAR SIR: The next meeting of the Board of Education will be held in Welch at 7:30 p.m. on Sept. 22nd and you may appear before the board at that time.

Yours truly,

A. B. CARR, M.D.

THE BOARD OF EDUCATION,
THE COUNTY OF McDOWELL,
Welch, W. Va., September 17, 1970.

Mr. FRANKLIN D. CHURCH,
Bradshaw Education Group,
Jolo, W. Va.,

DEAR MR. CHURCH: I have been informed that you requested to meet with the Board of Education at its next meeting. We will be able to meet with a committee of three for any new suggestions that you may present to the Board. We will meet with this committee from 8:00 to 8:30 p.m.

Sincerely yours,

P. K. MARTIN,
Superintendent, McDowell County Schools.

[From the Welch Daily News (Welch, W. Va.) December 11, 1970]

LEGAL NOTICE

FINANCIAL STATEMENT FOR THE BOARD OF EDUCATION OF THE COUNTY MCDOWELL

(July 1, 1969 to June 30, 1970)

Bond construction fund

Sheriff's beginning balance	$33,011.46

Interfund transfers

From current expense fund	45,296.69
Total balance and transfers	78,308.15

Expenditures—1200 capital outlay

The Harry Alter Co	359.00
B & P Motor Express	334.40
Banks-Miller Supply Co.	21,762.50
Bluefield Hardware Co	1,138.92
Bluefield Supply Co	1,169.63
Cenco Instruments Co.	235.00
Dixie Appliance Co	163.47
Halley Electronics	428.90
Huntington Labs	181.00
Int Bus Mach Corp	18,209.68
Litho Sales & Service	6,570.35
McDowell Auto Parts	1,231.51
Newberry Cable Splic	377.30
Patterson Brothers	895.00
Philco-Ford Corp	502.00
Poca Welding Supply	1,954.00
S & S Machinery Co	16,539.00
Scott-Engineer Sciences	742.00
Summit City Auto Parts	475.30
Sun Electric Corp	1,477.00
Varityper Corp	235.75
Zerox	1,200.00
$50 aggregate	16.70
Total orders issued	76,198.41
Plus: Prior year orders paid	95.99
Total budget	76,294.40
Total orders paid by sheriff	76,198.41
Sheriff's ending balance	2,109.74
Budget balance	2,013.75
Less: Orders outstanding	95.99
Cash balance	2,013.75
Total credited to bond construction fund in sinking fund commission	190,088.41

Debt services fund

Sheriff's beginning balance	$68,929.74
Sinking fund commission beginning balance	381,305.32

Receipts—Net tax collections

Real estate	63,814.46
Property	85,574.94
Public utility	68,954.40
Total net tax collections	218,343.80
Local tax sales and redemptions	1,435.58
State: Tax forfeitures and delinquencies	435.48
Interest on investments	15,369.87
Total receipts	235,584.73
Total receipts and balances	685,819.79

Expenditures

Bonds redeemed	152,000.00
Interest coupons paid	48,632.50
New York Bank Commissions	147.24
Total expenditures	200,779.74
Sheriff's ending balance	101,260.46
Sinking fund's ending balance	383,779.59

General current—Expense fund

Sheriff's beginning balance	1,511,598.49

Revenue receipts—Revenue from local sources

Public utility tax	667,058.84
Property taxes (net)	1,475,134.01
Tax sales and redemptions	14,323.57
Tax forfeitures and delinquencies	4,271.59
Tuition-County Adult Education	7,253.40
Tuition-Summer School	4,832.50
Rent from non-school facilities	3,525.70
Gifts and bequests	9,252.58
Miscellaneous revenue local sources	20,158.15

LEGAL NOTICE—Continued

Revenue from Federal sources

School Support Program	$5,008,311.80
Exceptional Children	38,697.80
Superintendents Salary	2,000.00
Free Textbooks	11,525.00
Comprehensive Program	35,379.42
Area Vocational Program-Retraining	5,752.66

Revenue from Federal sources

EOA Work Training (NYC)	98,746.91
OEO Headstart	14,000.00
Adult Basic Education	3,061.66
ESEA Title I	1,264,690.00
ESEA Title II	871.00
NDEA Title III	16,693.00
Vocational (Day School)	3,500.00
Adult Basic Ed Act of 1966	74,025.82
Manpower D&T Act	15,973.51
Vocational (Adult Ed)	103,004.55
Driver & Safety Education	2,696.40

Non-revenue receipts

Sale Of Property	295.00
Sale of Equipment	3,835.00
Insurance Recovery	11,996.60

Clearing accounts

State Aid Cooks Salary	15,023.92
State—Federal Aid Foods	92,584.90
State—Federal Aid-SMR	40,057.27
Food Asst (Sec II)	83,694.95
Salaries (Breakfast)	83,807.70
Salaries-Food Service	112,462.79
Food Serv Add Equip	48,859.60
Food Serv-Soc Security	5,399.38
Food Serv-Work Comp	1,374.67
Student Body Act-Employees Gr Earn	3,098.47
Total receipts and balance	10,916,127.81

Expenditures, administration, salaries
110A board members

Arthur B. Carr	625.00
Randolph H. Bennett	275.00
Elmer N. Reid	575.00
Tony J. Romeo	625.00
James R. Vilseck	525.00

110 G—Supt's office

Jeannette Wilson	$3,352.14
Veronica Zamberlan	2,144.00
Ira E. Short	2,458.00
Chester L. Ball	833.00
D. Jean Blevins	350.00
John E. Batten, Jr	15,500.00
George W. Bryson	1,680.00
Percy G. Martin	20,000.00
Frank J. Wingfield	14,750.00
Claudette Arden	4,860.00
Myrtle F. Decker	4,029.35
Janet G. Meredith	4,059.00
Dreama P. Thorn	4,660.00
Brenda J. Marshall	4,238.00
Margaret A. Gearing	5,328.00
Nancy M. Madeira	4,784.00
Debra S. Gillespie	2,725.25
Robert J. Goosens	15,500.00
Brenda G. Wright	1,127.00
Carolyn L. Woolsey	4,098.00
Certified Instruction personnel	4,446.00

10 L—Business office

Martha H. Webb	2,711.45
Margaret B. Hanson	5,664.00
Charles G. Miller	14,750.00
Nell L. Miller	4,970.00
Ann J. Martin	4,165.00
Veronica Zamberlan	2,066.00
Dorothy A Jones	1,215.00

Other current expense
100—Administration

A. G. L. Supply Co	94.86
Addressograph Multi Corp	1,139.86
Automated Business Systems	155.13
John E. Batten, Jr	1,129.65
George W. Bryson	137.07
Burr Corp-Bus Forms	2,084.38
Casto & Harris	217.64
Commercial Print Co	1,927.65
Croft Educational Service	476.83
Robert J. Goosens	547.67
Kermit Grogan	367.19
The Industrial News	922.99
Inter Bus Mach Corp	99.57
Percy K. Martin	860.71
May Office Service	156.75
Charles Merrill Pub	56.79
Charles G. Miller	227.84
3M Bus Prod Sales	1,251.74
Municipal Forms—System	106.75

Other current expense
100—Administration—Continued

Office Machine & Equipment	$125.30
Paper Supply Company	1,704.02
J. C. Penny Co	625.17
Postmaster, Welch	2,087.00
Prentice-Hall, Inc	159.35
Tony J. Romeo	136.69
Basil L. Smith Syst	100.51
Ron J. Studio	245.00
Superior Office Supply	311.42
Superior Printing Co	1,505.88
Transparent Ind Env	64.80
W. Va. School Bd. Assn	1,986.68
Frank J. Wingfield	506.81
Welch Daily News	1,156.99
$50 aggregate	493.93
Total administration	182,304.25

Instruction salaries

Certified Instruction Personnel	4,735,209.28

215 F—Secondary Clerical assistants

Shelby J. Hall	2,255.80
Donna T. Sharpe	277.60
Carol A. Billips	3,331.20
Wanda F. Smith	2,801.44
Elaine L. Long	3,331.20
Phyllis T. Money	2,887.04
Nancy L. Mounts	166.56
Jonnie H. Cook	166.56
Helen A. Curley	1,000.00
Kathleen Christian	3,040.40
Olga A. Gregory	3,305.58
Certified Instruction Personnel	482.40

Other current expense, 200 instruction

Addresso Multi Corp	2,550.20
John Adkins	55.00
Alesco	109.80
Harry Alter Co	203.59
American Book Co	1,361.52
American Ed Pub	155.35
American Ed Pub	408.35
Amer Lib & Ed Serv Co	1,365.37
Manuel Arellano	369.60
Assn Study of Negro	61.05
Auto Parts Sales	3,020.69
The Baker & Taylor Co	4,183.69
Banks-Miller Supply	977.41
Bellwether Publish Co	198.53
Benefic Press	235.25
Charles A. Bennett Co	134.88
Big Creek High School	322.80
Bluefield Business Machines Co	75.00
Bluefield aHrdware Co	$237.64
Bluefield Supply Co	2,725.72
R. R. Bowker Co	150.00
Stanley Bowman Co	107.95
Bronen's Music Co	389.67
Eva Brown	110.00
Cambasco, Inc	353.19
Carrolls Ed Systems	61.81
Cenco Instruments Corp.	4,309.99
The Charleston Gazette	708.97
Coll Macmillan Lib	338.43
Commercial Print Co	3,460.50
Complete Read Elec	663.89
The Continental Press	108.46
Maria C. Cure	265.00
Craries W. Dean, Jr	100.00
Delmar Publish, Inc	177.08
Delong Sub Agency	91.65
Demco	150.77
T. S. Denison & Co	205.58
E. & R. Develop Co	293.02
Doal Dayton Co	1,048.75
Eastern Stand Supply	90.42
The Economy Co	373.92
Educators Prog Serv	94.70
Educational Read Service	577.85
The Educat Supply Co	72.17
Ency Brit ED Corp	145.90
Ruth Enders	115.00
Richard K. Evans	259.20
Eye Gate House	183.55
Field Educational Pub	680.34
Follett Education Corp	55.87
Follett Lib Book Co	619.34
Alfred W. Foster	88.00
The Garrett Book Co	2,342.92
Gaylord Lib Supplies	771.36
Gillum Book Co	106.28
Ginn & Company	22,879.00
Globe Book Co	4,294.68
Goodheart Wilcox	364.31
E. M. Hale & Co	739.79
The H. T. Hall	1,314.78
Halley Electronics	627.69
Mary Harmick	110.00
Harcourt Brace & World	2,153.84
Garnett G. Harmon	198.24
Roy L. Harmon	100.00
Harper & Row, Pub	125.18
Glenn Hatcher	140.00
Hatfield's Sport Goods	616.20
Forace Hester	144.78
The Hickok Elec Inst	188.75
The Highsmith Co	92.55
Mary J. Hobart	140.00
Hobart Brothers	137.06
James B. Howell	252.20
The H. R. Hunting Co	1,002.57
Instructor Sub Agency	6,099.41
Inter Bus Mach Corp	1,188.00

Other current expense, 200 instruction—Continued

The James & Law Co--	$35, 841. 39
Josten's ----------	1, 896. 27
Barnard G. Kennedy---	120. 00
Laidlaw Brothers------	56. 27
J. S. Latta, Inc--------	13, 675. 57
Ruth Lawrence--- -----	164. 05
Lith Sales & Service---	3, 834. 47
Frances F. Long-------	190. 82
McDowell Auto Parts--	282. 04
Kathleen McCrady-----	189. 00
McGraw-Hill Book Co--	1, 144. 65
Mabscott Supply Co----	142. 23
Math-Master ----------	119. 14
Meyers Electronics----	350. 87
3M Bus Products Sales-	248. 67
3M Company----------	256. 79
Ruth E. Morehead-----	66. 10
Mountain Electronics--	135. 01
Nasco ----------	780. 13
Natl Biological Supply-	93. 25
The New York Times Bk & Ed----------	65. 00
North Central Assn----	250. 00
N & W Railway Co-----	150. 00
Open Court Pub Co-----	60. 06
Paper Supply Co------	9, 610. 04
Parker Publish Co-----	66. 00
Pascone's Army Store--	102. 00
Philco-Ford Corp------	733. 48
Pocahontas Welding Supply ----------	14, 120. 42
Frederick Post--------	196. 36
Printers Products Inc--	83. 08
Psychological Corp----	51. 25
Rand McNally & Co----	68. 97
Random House Sch & Lib ----------	429. 58
The Reader's Digest---	97. 11
Richards Rosen Press--	217. 88
Ruby S. Rice----------	117. 12
Howard W. Sams------	96. 90
Sargest-Welch Scient--	776. 36
F. O. Serroedinger, Inc--	1, 469. 09
Scholastic Book Service ----------	358. 89
School Mag & Book Service ----------	4, 105. 88
The Shenan Valley Bindery ----------	757. 44
Ira E. Short----------	569. 57
The Singer Company---	136. 22
Smith's Studio--------	174. 57
Social Studies Sch Sr---	372. 60
Soc For Vis Ed, Inc---	84. 29
South-West Publish----	909. 03
Stech-Vaughn Co------	73. 62
Superior Office Supply--	823. 93
Superior Print Co-----	109. 20
Thames Book Co------	131. 86
Sheila Tinney---------	92. 80
Robert L. Turner------	$100. 00
Varityper Corporation--	881. 05
Wards Natural Sc. Estab ----------	67. 94
Welch Daily News-----	415. 09
Williams & Co., Inc----	1, 061. 81
The H. W. Wilson Co--	350. 60
Samuel J. Wimmer----	343. 30
Frances B. Witten-----	749. 02
The World Book Ency--	589. 14
Zerox Corp----------	422. 00
$50 aggregate---------	1, 925. 90
Total instruction------	4, 943, 604. 97

Attendance, salaries 310—Attendance personnel

William L. Gibson----	7, 930. 00
Virginia N. Hutcherson ----------	8, 180. 00
Theodore R. Muncy----	1, 920. 00

Other current expense 300—Attendance

William L. Gibson-----	750. 10
Virginia Hutcherson--	734. 90
Theodore R. Muncy---	446. 00
Total attendance------	19, 961. 00

Health services salaries 410 A 3—Nurses

Sadie E. Bary---------	6, 900. 00
Margaret I. Roatsey---	4, 200. 00

410 A 5—Other teaching personnel

Charles F. Combs-----	367. 00

Other current expense 400—Health services

Sadie E. Bary---------	839. 32
Charles F. Combs-----	105. 14
The Medical Arts Supply ----------	344. 25
Margaret Roatsey-----	748. 75
$50 aggregate---------	45. 48
Certified Instruction Personnel ----------	105. 14
Total health services--	13, 560. 94

Pupil transportation—Salaries

510 A—Transportation—Supervisors

Chester L. Ball-------	9, 167. 00
Grady E. Moore-------	8, 800. 00

LEGAL NOTICE—Continued

510 B—Drivers

Frank D. Helmandollar	$3,722.87
James H. Dillo	2,262.00
Jeff A. Flanary	453.70
Seibert Toney, Jr.	94.25
John W. Rose	2,002.63
Estel E. Auvil	904.80
Robert N. Bell, Jr.	103.69
Franklin D. R. Sexton	506.40
Bobby Muncy	1,960.40
Freddie M. Dunn	2,216.25
Sam E. Butler, Jr.	200.45
Samuel C. Hazzard	738.50
Czell Townsend	141.38
Hazzel Powell	2,214.20
William H. Morgan, Jr.	2,024.27
Edwin L. Eggleson III	904.82
Herman K. Click	1,036.76
Thomas V. Akers	169.65
John T. Lowe	1,780.00
Richard G. Canaday	3,091.39
Albert L. Jarvis	4,434.45
Ronnie Mathis	3,770.00
John E. Pack	4,230.00
Clyde M. Pope	4,220.00
Exra F. Smith	5,720.00
Donald L. Widener	4,209.45
Woodrow Wilson	4,188.35
James E. Brant	2,911.80
William Brant	4,198.90
Herbert Burks	4,125.05
Herman Cline	4,390.00
Douglas Collins	2,139.48
John Donnelly	3,770.00
Millie M. Druggish	4,220.00
William E. Hawks	3,970.00
Roger Kessinger	4,125.05
Hurdle Justice	4,058.63
Ernest Mullins	5,370.00
Gordon H. Mullins	3,940.00
Irs D. Mullins	4,198.90
Tivis Mullins	2,045.23
Oliver P. Roberts	4,463.50
Lloyd C. Wyatt	4,110.00
William H. Bell	4,542.50
Robert J. Bolt	4,220.00
William T. Cable	4,220.00
William L. Demarcey	4,220.00
John A. Gamble	3,751.15
Vernon C. Gillenwater	5,520.00
George Haluski	4,220.00
Arnold E. Hughes	4,220.00
Robert F. Hamby	3,722.87
Richard N. Meredith	3,905.00
William H. Powell	3,770.00
Fred E. Baldwin	3,940.00
James W. Bandy	4,730.00
Vernon Blankenship	4,220.00
Kenneth R. Brewster	4,670.00
Allen Click	3,279.00
Harold E. Collins	$3,940.00
Marlous D. Dale, Jr.	3,770.00
Sherman D. Dawson	4,220.00
Manuel L. Dawson	1,743,63
Hamilton D. Lambert	4,220.00
James O. Martin	5,170.00
Earl Muncy	4,220.00
Harvey G. Quesenberry	4,220.00
Noah C. Short	3,700.00
Raymond Atwell	4,402.80
Edward L. Cline	3,770.00
Gerald Church	4,058.52
Warren H. Craighead	4,220.00
David F. Green	4,110.00
Bunner Hairston	1,423.18
Jackie S. Hamilton	4,220.00
Walter H. Hughes	4,220.00
Frank J. Pence	3,770.00
Melvin Prevento	3,940.00
Charles E. Thomas	4,220.00
James E. Ward	4,220.00
Charles Wiseman	5,120.00
$50 aggregate	28.28

510 C—Maintenance

Russell T. Long	3,158.11
Paul Settles	6,886.40
Edward L. Cline	474.75
Walter H. Hughes	1,211.78
Sammie L. Clayton	5,443.91
George W. Christian	5,712.15
Charles Wiseman	2,159.81
Charles E. Thomas	3,039.31
Donald Widener	2,258.10
John E. Pack	268.25
Ezra F. Smith	315.20
Vernon C. Gillenwater	252.16
Grady E. Moore	800.00
Douglas E. Cox	655.20
James O. Martin	1,026.48
Ernest Mullins	92.40
Douglas Collins	1,235.51
Kim Mills	253.44
Michael D. Lopinsky	140.00
$50 aggregate	22.40

Other current expense—500—Transportation

Patricia Absure	274.80
Anchor Supply Co.	207.49
Elbert Asbury	127.50
Atlantic Bolt Co.	351.01
Auto Parts Sales	529.69
Baker Alloy Fastener	113.19
Chester L. Ball	861.70
Banks-Miller Supply	5,663.17
Bluefield Seat Cover Center	207.00
Paul Boggs Equipment	290.78
Sam R. Bowman	166.50

LEGAL NOTICE—Continued

Other current expense—500—Transportation—Continued

Bradshaw Service Center	$289.47
C-T Engineering Co	196.31
Cable's Dr. Machine Shop	279.00
Carroll Motor Sales	69.91
Emmett Casey	264.75
Cassady's Repair Shop	1,480.34
Sythie Caudill	64.40
C. T. Engineer Co	359.20
City Auto Service	61.86
City Glass & Radiator	395.25
Mrs. Ellen Cline	251.20
Cole Motor Co	556.09
Counts Auto Supply	1,357.99
Counts Auto Supply	7,836.06
Mrs. Mary P. Dawson	112.80
Del Chemical Corp	312.30
Dewitt Chemical Co	325.30
Dixie Wheel Co	73.54
Thomas Dunford	69.60
Elk Refining Co	225.90
Evans Chevrolet, Inc	893.40
General Truck Sales Corp	928.87
Glanato Pontiac Sales	79.10
Goodpasture Motor Co	407.86
Elmer Hale	186.80
Paul T. Hale	267.20
Betty Hayter	223.60
Horn's Auto Parts	55.00
Humble	40,036.08
Iaeger Esso Service-center	788.49
Industrial Bear & Supply	1,049.15
Aldie Justus	98.80
Mrs. J. D. Kennedy	143.20
Randolph Kennedy	71.20
W. R. Keesee & Co	273.63
Mrs. Sadie Lane	179.20
Lawson Products, Inc	110.55
Lou Lester	62.00
Lloyd Lester	109.60
Mrs. Murvel Lester	104.60
H. C. Lewis Oil Co	432.24
Helen K. Linkous	5,543.26
Lorine Lockhart	86.40
Richard Lockhart	133.60
Newt Lowe	138.00
Willie Jr. McCoy	59.60
McDowell Auto Parts	4,596.92
McKelsey Sales Co	1,467.28
Mabe-Cartwright Motors	617.49
MacFadden Ignition Co	234.74
Reece Marrs	135.00
J. D. Moore, Inc	96.67
Ernest Mullins	98.99
Northfork Esso Service Station	$1,035.63
Josephine Phipps	92.00
Poca Welding Supply	234.46
Pure Oil Company	162.05
Pure Oil Company	1,009.81
John Rash, Jr	64.00
Ike Robinson	70.00
Edith Rose	130.80
George W. Rose	146.00
Crockett Rowe	130.00
O. R. Shockley & Son	477.20
Wallace Short	213.60
Smith's Studio	221.15
Southern Wipers	195.00
Burl Stacy	112.00
James E. Stacy	94.40
Unis Stacy	209.60
Walter R. Stacy	139.20
William H. Stacy	206.80
R. F. Steiner and Co	21,285.28
Henry W. Sturgill	85.60
Summitt City Auto Parts	4,244.83
Superior-Sterling Co	837.70
Truck Equipment Inc	1,782.37
Truck Parts, Inc	177.36
Virginia Ave Esso Station	1,738.23
William A. Whittaker	191.60
Wisler General Tire	460.00
Yeager Ford Sales	29,223.36
$50 aggregate	609.97
Total pupil transportation	475,629.41

Operation of plant salaries—610 B—Custodial services

Jessie J. Hurley	2,133.50
Frank W. White	5,040.88
Judith Hagerman	182.40
Edith Arnold	786.77
Charles A. Shelton	802.35
Alfred Owens	595.00
Everett P. Hite	1,356.60
Hazel M. Bailey	152.00
Edwin C. Morgan	2,664.00
William M. Combs	175.45
Anthony Holliday	335.05
Robert A. Harris	300.00
Hazel Triplett	76.00
Billy D. Murphy	395.13
Walter Sheets	594.00
Theodore R. Muncy	240.00
Charles G. Jordan	60.00
Kathleen Johnson	104.00
Virginia M. Roberts	104.00
Melvin Bledsoe	261.00
William W. Branson	377.40
Lucian T. Johnson	200.00

LEGAL NOTICE—Continued

Operation of plant salaries—610 B—Custodial services—Continued

Lola Jones	$51.00
John H. Greer	60.90
Thelma L. Bowman	190.00
Josephine E. McGovern	139.48
Steve Sebastian	2,924.00
Larry J. Kelly	485.00
Glenn R. Reese	3,934.32
Daniel O. King	3,889.60
Leslie G. Belcher	4,220.87
Calvin D. Blevins	2,176.80
Marion W. Finney	2,176.80
Jimmie R. Barnett	3,645.21
Chloe M. Roberts	1,674.84
Jerry A. Muncy	249.50
Dorothy M. Reece	182.00
Thurman E. Martin	304.70
Vernie C. Hurley	714.40
Luther E. Marrs	4,188.80
Otis M. Mathena	2,641.60
Joseph C. Music	3,932.27
Sitha Lester	357.20
Agnes Shrader	1,060.80
Hallid M. Shrader	4,075.36
Sammy E. Owens	3,626.67
Earl Stanley	4,045.60
Thomas E. Toney	2,116.80
Lacy Honaker	4,188.80
William Hagerman	4,081.60
Gladys Honaker	940.00
Iva M. Jenks	3,226.08
Charles H. Kennedy	3,463.20
Cleveland S. Profit	3,660.80
Noah Addair	4,208.72
Lena Dangerfield	1,304.10
Tyler Bledsoe	2,282.80
Cecil J. Lockhart	3,646.80
Lucy M. Semones	1,916.70
Donnie R. Hart	714.40
Walter H. Crabtree	3,868.80
Francis L. Parker Jr	470.00
Polly M. Parker	2,674.80
Virginia D. Bailey	2,028.00
Rufus R. Morgan	3,931.20
Andrew Prevento	3,571.20
Tyler D. Hariston	1,302.34
Berry H. Miles	4,081.60
Sylvester Tucker	4,065.76
Edison Witcher	3,702.40
Roy J. Bowles	2,871.60
Vailtenia Lester	357.20
Junior E. Fowler	3,685.97
Alice Goins	3,432.00
Kate N. McLilly	2,506.40
James E. Perry	4,190.40
Albert Eachols	3,868.80
Haywood J. Goins	3,946.40
John Pakush	3,981.18
George F. Spence	4,542.40
Birdie M. Powell	357.20
Eva Kennedy	714.40
Rufus Pack	$3,416.38
Dennis L. Osborne	357.20
McClellan Blankenship	3,889.60
Mabel M. Hurley	1,759.20
Clyde Roberts	3,911.47
Tom Lockhart	3,868.80
Ewing Muncy	3,697.79
Maudie Trent	1,776.60
Eugene E. Spears	3,068.00
Charley Steele	3,068.00
Arthur A. Trent	3,808.80
Donna M. Roberts	357.20
Glenn E. Blankenship	3,845.70
Lewis L. Lambert	3,496.80
Jessie H. Simpson	4,032.27
James R. Burks	389.40
Beulah A. McPeake	1,239.55
Jessie L. McPeak	4,023.71
Branch Ferguson	3,416.88
Estelle H. Kennedy	1,060.80
Edward A. Saunders	4,049.60
Ferrell Mullins	714.40
Larkin R. Rippeth	714.40
Lewis E. Lambert	3,183.60
Shirley V. Cline	2,505.70
William E. Deskins	306.20
Cecil Haskins	4,528.80
Loyal Howard	2,871.00
William Legrand	4,977.59
Eddeth Lockhart	1,071.60
Jessie B. Quesenberry	3,292.60
George Kozar, Jr	3,868.86
Henry O. Lawless	3,834.56
George Millirones, Jr	4,380.80
Thelma Blankenship	2,090.40
Walter Blankenship	2,133.07
Elsie M. Bailey	3,000.40
James A. Phillips	1,459.20
Marvin L. Jones	3,533.87
Tex Anglin	357.20
Emmett O. Lester	2,859.26
Emma L. Williamson	2,401.60
Oma Buckner	4,248.80
Elbert J. Yates	3,868.80
John J. Cassett	3,868.80
Walter Czwalski, Jr	3,868.80
James A. Johnson	3,998.87
Hobert D. Adkins	3,736.82
Lucille M. Blankenship	3,148.60
Roby Mullins	3,946.47
William O. Belcher	4,380.80
Louise M. Cook	2,631.20
Lonnie Lester	3,463.20
Hobert A. Rushbrook	4,068.80
Tilda E. Rushbrook	2,631.20
Shirley Watts	3,463.20
William Fabinski	4,803.48
Sidney B. Grubb	4,464.00
Karen A. Lester	100.40
Sherman Lefler	84.39
Tivis Mullins	144.00
$50 aggregate	163.20

LEGAL NOTICE—Continued

Other current expenses—600—Operation of plant

Appalachian Power Co., Welch	$61,029.95
Anawalt Mun. Water Works	800.22
Anchor Supply Co	1,673.37
Appalachian Power Co., Pocahontas, Va	196.22
Appalachian Power Co., Elkhorn Elem	80.73
Appalachian Power Co., Vocational School	737.21
Appalachian Power Co., Williamson	223.19
Aspden Associates	532.65
Becker Water Co	272.56
Henry Blankenship	81.00
Bluefield Hardware Co	1,433.63
Bluefield Supply Co	2,255.59
Scott Boyd	90.00
Cannelton Coal Co	16,251.82
Capitol Rest Equip Co	186.60
Ernest Carroll	645.00
Casto & Harris Inc	224.35
Charleston Broom Mfg	367.09
The C & P Tele. Co	2,264.35
Church Trucking Co	213.00
Cinn Mill Prod Div	118.25
City Of Keystone	780.00
City of Welch	388.89
City of Welch Sanitary Board	382.82
City of Welch Sanitary Board	2,710.09
Consolidated Water Co	82.88
Dwitt Chemical Co	11,875.75
Dillard Paper Co	114.50
Eastern Assoc. Coal	14,198.36
Eugene Edmonds	135.00
Elkhorn Public Service Co.	2,650.12
Elkhorn Valley Grocery	586.95
Fire Extinguish Service	96.25
General Telephone Co	79.95
General Telephone Co	10,190.74
Harper Brush Works	98.97
Hampton Roads Water System	108.00
Huntington Labs., Inc	547.00
Industrial Chem. & Supply	178.79
Jaeger Water Works	2,122.92
John Isom	810.00
Kimball Light and Water Co	3,806.53
J. S. Latta, Inc	307.80
H. C. Lewis Oil Co	2,573.00
McDowell County Water Co	3,750.87
McDowell Sanitary Corp	207.36
McDowell Supply Co	$59.50
Theodore Muncy	138.50
Municipal Water Works	379.67
Northfork Municipal Works	609.84
Oxford Chemicals	988.70
Conley Owens	150.00
Paper Supply Co	5,243.55
Perry Transfer Co	22,883.15
Poca. Welding Supply	541.32
Preiser Scientific	126.93
Pryco Inc	217.47
Sanfax Chemicals	593.51
Superior Office Supply	145.27
Superior-Sterling Co	149.38
Town of Jaeger	100.00
United Light & Power Co	8,810.12
United States Steel	8,190.29
War Light and Power Co	9,305.27
War Telephone Co	1,956.54
War Water Works	1,588.10
Welch Coals, Inc	17,500.92
W. Va. Chemical Co	653.22
West Chem. Products	650.73
West Virginia Water Co.	7,465.21
Zeo Mfg. Company	2,830.20
$50 aggregate	471.60
Total operation of plant	582,126.46

Maintenance of plant salaries—710 B—Maintenance

Benny Carter	4,415.29
Dennis L. Jarvis	1,671.31
Kelly Mullins	4,158.88
Johnson Wilson	5,325.36
Frank White, Jr	5,231.76
William E. Wilson	4,176.34
Charles S. White	4,143.36
Edward L. Winebarger	4,301.61
George Jr. Woolridge	4,979.53
Thomas E. Yates	4,402.40
Thomas C. Yates	2,731.52
Lloyd E. Cartwright	1,641.77
Kennie Adams	4,160.48
Calvin W. Belcher	6,025.37
Jerry A. Brewster	4,232.60
James P. Crouse	4,284.48
George L. Day	4,150.93
Walter K. Deskins	5,553.60
Raymond H. Donchatz	4,120.08
Albert H. Falvo, Jr	1,941.94
James J. Gillia	6,064.32
Elbert D. Hale	3,239.80
Archie L. Hankins	4,149.18
William Harris	4,143.36
James E. Jarvis	4,357.23
Sherman B. Lefler	3,889.22
Randy D. McGovern	3,263.78

LEGAL NOTICE—Continued

Maintenance of plant salaries—
710 B—Maintenance—Continued

Robert Mullins, Sr	$3,212.64
Oakley K. Osborne	4,669.60
Clowney H. Overbaugh	4,563.72
Elso Peduzzi	4,235.51
Andrew J. Riffe	3,041.92
Frank H. Rushbrook	4,283.85
Steve B. Scales	5,167.32
Steve Sebastin	1,524.35
Albert O. Sheets, Jr	4,164.70
Tommy R. Sparks	4,158.88
Ronnie Mathis	889.15
Earl Stanley	697.92
Frank W. White	730.90
Mark S. Wilson	250.56
Edison Witcher	635.84
Elbert J. Yates	871.68
James E. Jamison	598.56
Stephen E. Jordan	622.92
Thomas E. Scott	77.60
James E. Ward	744.48
George Haluski	1,265.76
Walter H. Hughes	1,265.76
John T. Lowe	215.36
Thomas W. Fanning	196.44
Jackie L. Carter	180.39
William E. Hawks	310.40
Haywood J. Goins	449.60
Mathew A. Collins	222.72
Tom Lockhart	449.60
John Colopietra	268.80
Rufus R. Morgan	576.96
Ernest Mullins	431.38
Douglas A. Sizemore	860.40
Ernest E. Spears	870.00
Lewis Griffith	334.08
Jessie L. Hansbury	417.60
William J. Beard III	222.72
Toney L. Adkins	153.12
Randall L. Jones	264.48
Samuel W. Warren	2,308.94
Douglas A. Day	1,272.16
Walter Czwaski, Jr	666.88
Walter H. Crabtree	340.96
John J. Cassett	511.68
Shirley Watts	437.28
Lonnie Lester	635.84
Billy Williamson	511.68
Albert Eachols	573.76
Branch Ferguson	666.88
Junior E. Fowler	511.68
George Kozar, Jr	589.28
Lewis L. Lambert	1,256.64
Henry O. Lawless	666.88
John Pakush	511.68
William L. Demarcey	791.04
William A. Cable	645.44
Harvey L. Bellamy	612.48
Fred E. Baldwin	865.16
Philip E. Morgan	620.38
Charles S. Penland	635.84
Jimmie R. Barnett	$915.20
Franklin J. Perdue	403.68
Glenn R. Reese	434.08
Walter J. Sheets	511.68
James O. Grubb	5,704.90
Lewis F. Stiltner, Jr	7,937.74
Graham J. VanDyke	5,028.00
Neil A. McCall	5,168.76
Floyd L. Blizzard	8,696.44
C. C. McCarthy	5,664.00
Paul McGrady	10,800.00
Estil E. Morgan	6,015.90
Hershel O. Morgan	6,000.00
Walter T. Parrish	4,860.00
William F. Parrot	5,664.00
Emory G. Robert	7,332.00
Ernest L. Vider	5,545.09
Ballard Bishop	3,414.31
John A. Balasis	310.40
Freddie L. Bailey	155.20
McClellan Blankenship	124.16
Lawrence D. Blevins	279.36
Herman K. Click	567.45
Thomas M. Compton	124.16
David Green	388.00
Robert J. Gray	560.66
John R. Gearing	324.95
Dennis G. Hale	279.36
Lewis L. Lambert	155.20
Cecil J. Lockhart	139.68
Robert H. McConnell	124.16
Nickclas T. Melnik	310.40
Jack Osborne	372.48
John E. Pack	155.20
Arthur J. Phillips	155.20
James Wormley	155.20
Kirby D. Rushbrook	155.20
Michael R. Raisovich	232.80
Brice Shumate	77.60
James B. Spencer	124.16
Frank Sinicrope	77.60
Charles H. Wooten, Jr	638.26
Jimmy White	217.28
James N. Wormley	155.20
Certified Instruction Personnel	3,024.36
$50 aggregate	52.56

Other current expense—
700—maintenance

Addresso Multi Corp	1,630.01
Akers Glass & Tile	970.93
The American Lubricants Co	1,569.22
Armco Steel Corp	2,530.61
Auto Parts Sales	336.00
Bailey Lumber Co.—Bluefield	1,521.08
Bailey Lumber Co.—War	712.86
Banks-Miller Supply	6,622.23

LEGAL NOTICE—Continued

Other current expense—700—maintenance—Continued

Blaine Window Hard	$210.06
Bluefield Bus Mach	2,598.00
Bluefield Hardware Co	45,486.43
Bluefield Supply Co	13,407.52
R. H. Bouligny, Inc	1,200.56
Bradley Washfountain	96.45
Bristol Steel and Iron	4,136.81
Burroughs Corp.—Atlanta	2,729.50
Burroughs Corp.—Rochester	107.87
Cables Dr. Machine Shop	52.50
Carter Machinery	71.73
Casto & Harris	3,575.40
C-T Engineering Co	159.08
Church Lumber Co	245.44
City Glass & Radiator	75.39
Commercial Print Co	321.52
Concrete Block & Lumber	2,980.58
Cook's Music Shop	63.85
Corte Construction Co	10,268.49
Corte Construction Co	2,631.64
H. C. Crews Millwork	51.05
Dictaphone	671.45
Jack Dishman	861.00
Dixie Appliance Co	717.27
Electronic Specialty	14,082.07
Emerson Electric Co	68.69
Engravco, Inc	754.20
Evans Products Co	10,791.06
Friden Div. Singer Co	64.50
Gas Service Inc	114.25
General Shale Products	264.00
Green's Refrigeration Service	562.09
Hart Electric	113.45
Hillyard Sales Co	229.75
Industrial Bearing and Supply	345.24
Inter Bus. Mach. Corp	1,201.73
Lawson Products, Inc	662.16
H. C. Lewis Oil Co	135.32
McDowell Auto Parts	718.04
Mabe-Cartwright	6,055.92
Mahone's Appliance Service	217.65
Mason Dixon Dist	197.14
Monroe Calculator Co	502.74
National Stove Co	244.11
Northfork Lumber Co	550.73
Office Machines & Equipment	1,275.85
Oliver Corp	109.10
Olivetti Underwood Corp	$2,370.00
Walter T. Parrish	113.80
Patterson Brothers	114.10
O. M. Perry Sand Co	228.00
Pitney-Bowes, Inc	71.16
Poca Weld Supply Co	1,367.11
Pounding Mill Quarry	600.54
Power Mower Service	11,124.11
Propst Roofing Co	224.88
Randy's Electric Service	2,302.57
Rish Equipment Co	2,851.21
Royal Typewriter Co	9,507.50
F. O. Schoedinger	219.30
Scott Farm Seed Co	282.00
Sears, Roebuck & Co	55.18
J. A. Sexauer Mfg. Co	1,460.82
Shen-Valley Band Inst	2,798.20
The Singer Company	2,859.53
Southern TV Co	223.41
Summit City Auto Parts	203.41
Superior Office Supply	4,054.62
Superior Specialty Co	237.07
Superior-Sterling	3,867.80
Texas Refinery	2,631.74
Triplett Elec. Instru	58.72
Tug River Lumber	5,843.25
Underwood Bros. Asphalt	2,030.00
Vartyper Corp	252.60
Welch Antenna Co	144.30
The Wetsel Seed Co	192.00
W & H Contracting Co	1,040.00
Yeager Ford Sales	7,190.57
Zep Manufacturing Co	1,814.75
$50 aggregate	557.54
Total maintenance of plant	510,808.18

Fixed Charges—800—Fixed Charges

Adjutant General	6,082.00
Bernard Insurance Agency	5,276.00
Fred O. Blue, Attorney	75.00
Helen K. Linkous	3,202.00
Pocahontas Land Co	170.00
Social Sec Contrl Fund	263,223.10
Southern Ins. Agency	10,233.00
Vance Ins. Agency	2,255.00
The Welch Ins. Agency	6,299.00
Workmens Comp Comm	13,915.89
$50 aggregate	78.00
Total fixed charges	310,808.99

Food Services Salaries—910—Breakfast Cook

Valme S. Keene	510.60

LEGAL NOTICE—Continued

900—Other Current Expenses—900—Food Services

Baker Sanitary Supp---	$4,509.94
Bluefield Hardware Co-	27,417.69
Bluefield Supply Co----	16,676.48
The Hobart Mfg. Co---	1,704.25
Mason-Dixon Dist-----	1,426.30
The Monroe Co--------	449.60
Smith's Transfer Co---	76.10
William P. Swartz Jr., Co ----------	100.44
Total food services----	52,871.40

Community services, 1120 A—Civic activities salaries

Elbert J. Yates--------	347.76
Rufus R. Morgan------	281.22
Kate N. McLilly-------	222.14
Beatrice J. Battlo------	187.78
Clara I. Roope--------	179.80
Evelyn L. Sparks------	187.78
Frances H. Colobro----	87.73
William Legrand------	54.30
Lilly A. Carter--------	52.20
Cleveland S. Profit----	118.17
James E. Perry-------	456.53
Lucille M. Blankenship-	325.00
Roby Mullins----------	109.60
Shirley Watts--------	59.76
Joseph C. Music--------	72.46
Otis M. Mathena------	66.53
Walter Czwalski, Jr----	80.50
Leslie G. Belcher------	74.71
$50 aggregate--------	208.26

1170 A—4H Club—Salaries

Eugene H. Mitchell----	2,100.00

1190 A 3—Adult education salaries

Certified Instruction Personnel ---------	18,712.55

1191 A 1—Area vocational program—Salaries

Lucille L. Fallin------	90.00
Wilbert Ingram------	144.00
Certified Instruction Personnel ----------	1,120.00
$50 aggregate--------	72.00

1192 A—Manpower D & T—SCT salaries

William Legrand-------	509.11
Olga Gregory----------	299.35
Certified Instruction Personnel ---------	11,344.86

1196 A—Neighborhood Youth Corps

Certified Instruction Personnel ----------	$10,097.00
Elizabeth J. Roberts----	474.83
Trainee Stipends-------	78,433.55
$50 aggregate---------	40.00

Other current expenses, 1100—Community services

Active Trimming Co----	184.86
AVP Travel Trainees--	1,263.44
Thomas C. Bailey------	100.24
Bluefield Supply Co----	72.65
Budget Uniform Cntr---	510.63
Commercial Printing Co. ----------	146.96
Delmar Publishers----	278.95
F. R. Education Entr--	119.73
G E D Test Service----	166.36
Joe Holbrook----------	65.20
Julyn Sportswear, Inc--	1,415.75
Kays Caps, Inc--------	54.93
James E. Legato------	51.12
J. B. Lippincott Co----	154.74
McDowell Public Library ----------	10,000.00
Natl League Nursing--	233.75
Perfect Zipper Corp----	87.00
Poca Welding Supply Co. ----------	704.14
Popular Subs Service--	52.75
Postmaster, Welch----	245.60
W. B. Saunders Co------	201.37
Scientific Products-----	59.00
Smith's Studio---------	245.68
Social Security Control Fund ----------	5,842.72
Mae S. Stewart---------	88.08
Teacher's Retirement Board ----------	228.10
U.S. Dept. Labor------	400.00
W. Va. Sportswear, Inc--	950.00
W. Va. Textiles, Inc----	790.00
Workmen's Comp. Comm. ----------	755.81
$50 aggregate---------	538.17
Total community services ----------	152,617.21

Capital Outlay—1200—Capital Outlay

Addresso Multi Corp---	304.95
Anchor Supply Co------	752.00
James Paul Anderson--	100.00
Walter T. Anderson----	100.00
Wanda A. Antonnacci--	100.00
Bailey Lumber Co.—Bluefield ----------	840.70
C. H. Bennett ---------	720.00

LEGAL NOTICE—Continued

Capital Outlay—1200—Capital Outlay Continued

Bluefield Hardware Co	$9,267.76
Bluefield Supply Co	17,569.90
Bluefield Supply Co	70.25
Bristol Steel and Iron	5,565.00
Burroughs Corporation	600.00
Casto & Harris	2,597.70
Cenco Instruments Co	133.80
Jack Christian, Sheriff	292.32
City of Welch Sanitary Board	2,829.81
Commercial Printing Co.	1,306.50
Concrete Block & lumber	5,190.50
Corte Construction Co	21,518.16
Dixie Appliance Co	479.52
General Services Adm	443.00
General Shale Prod. Corp	264.00
Hobert Sales Agency	1,303.72
Georgia N. Holley	8,000.00
Inter Bas Mach. Corp	1,750.00
Lilly Construction Co	254.12
Mason-Dixon Dist	260.63
Charles E. Merrill Pub	70.20
Minn Mining & Manufacturing Co	934.71
Model Furniture Co	6,923.63
The Monroe Co	476.70
Monroe Calculator Co	525.00
O. M. Perry Sand Co	70.00
Platnick Steel & Eng	107.63
Pounding Mill Quarry	53.75
Royal Typewriter Co	1,347.50
S & T Welding Co	1,910.00
Science Research Assoc	784.51
State Agency Surp. Property	170.00
State Agency Surp. Prop	989.25
Summit City Auto	2,401.00
Elsie Anderson Trout	100.00
Irma Anderson Trent	100.00
Tug River Lumber	2,175.02
Underwood Bros. Asphalt	180.00
Urps Metal Co	277.16
Mike and Ann Vallo	3,000.00
Va. Brick & Tile Co	200.00
Victor Comptometer Corp	399.90
Victor Comptometer Corp	517.50
W & H Contracting	840.00
C. O. Warren	37,917.58
Superior-Sterling Co	650.35
W. Va. Ed Broad Auth	14,000.00
Zando, Martin & Miles	250.00
$50 aggregate	78.82
Total capital outlay	160,064.55

Clearing Accounts—1700 food services 1722 A cooks salaries

Dollie G. Baldwin	$793.65
Ellen A. Tabor	615.48
Chloe M. Roberts	132.62
Geraldine Eubanks	127.37
Josephine E. McGovern	64.43
Ethel M. Burks	172.05
Gladys L. Toney	598.29
Patricia A. Johnson	386.28
Phyllis L. Novince	1,859.25
Beatrice Rees	1,859.25
Ruby Marrs	1,958.04
Bessie J. Presley	1,918.08
Margarette L. Tilley	643.80
Edna C. Parrish	643.80
Hazel F. Atkinson	997.89
Opal Jones	1,868.13
Lola Pruett	1,660.55
Agnes Shrader	950.16
Bernice Riffe	1,551.22
Minnie Stanley	1,739.92
Blanche L. Houdashell	929.62
Cleo E. Hinkle	1,642.80
Nannie East	1,437.45
Ethel V. Gillespie	1,957.78
Mary L. Osborne	2,009.10
Helen Hughes	1,787.10
Pinkie T. Woods	412.45
Laura C. Mullins	2,302.94
Pearl Mullins	2,302.94
Wilma F. Rose	2,509.65
Velma S. Keene	1,420.80
Maude M. Dodson	1,248.75
Lucille Logan	1,248.75
Emma N. Martin	2,109.00
Jean M. Jones	1,536.77
Elsie A. Belton	1,753.80
Jean A. Jones	1,536.77
Mary E. Hill	1,993.00
Martha E. Mowdy	1,981.60
Flora M. Helmandollar	1,424.10
Bessie Roberts	56.32
Lillie M. Patterson	1,093.99
Drois Jamison	1,119.73
Princie L. Cheatam	1,543.56
Cozetta E. Patterson	1,543.56
Blanche L. Page	1,533.64
Rosa Nance	1,525.00
Mary B. Morrow	360.62
Julia S. Byrd	1,603.06
Carrie B. Fraley	889.10
Bobbie J. Orr	1,496.50
Elizabeth M. Francis	1,487.40
Helen A. Curley	88.80
Rebecca A. Hubbard	99.00
Myrtle M. England	1,805.82
Joyce F. Russ	1,482.20
Gwendolyn Thomas	1,529.04
Saluda J. Baldwin	894.02
Maude B. Dillon	1,110.00
Emma L. Williamson	1,098.90

LEGAL NOTICE—Continued

Clearing Accounts—1700 food services 1722 A cooks salaries—Continued

Shirley A. Hardy	$472.61
Ethel P. Dale	1,655.63
Helen J. Cline	1,638.31
Vernia M. Yates	1,918.09
Gladys E. Holiway	1,078.10
Dorothy L. Howard	1,454.73
Oma L. Clingenpeel	1,798.20
Frances C. Clingenpeel	1,698.30
Clara Duncan	599.40
Beatrice J. Battlo	1,456.59
Lilly A. Carter	1,472.69
Clara I. Roope	968.86
Evelyn L. Sparks	1,776.88
Mildred M. Parnell	9[illegible].00
Thelma E. Penland	96.93
Elizabeth W. Hanshaw	113.10
Dorothy M. Turner	147.50
Wilma B. Thomas	152.36
Marjorie T. Boyd	142.50
Shelby J. Hall	338.10
Vella M. Russ	1,776.84
Jane Lee	1,648.31
Agnes E. Rash	1,488.76
Virginia M. Roberts	1,488.75
Laura B. Coffey	1,488.76
Mary F. Haskins	281.64
Hazel M. Lockhart	1,864.80
Wanda F. Smith	555.00
Elizabeth V. Fine	1,448.54
Alice Selvey	1,456.87
Elsie E. Farmer	1,435.89
Mary Vaglienti	382.94
Lela B. Dickerson	1,451.63
Gracie M. Darden	189.89
Jeanette E. Martin	1,758.44
Jeanita M. Quesenberry	1,398.60
Bertha Y. Miller	1,498.50
Ruby B. Justice	1,545.12
Bessie C. Crabtree	1,341.98
Hazel O. Martin	1,349.20
Mabel Bryant	1,198.74
Beulah M. England	2,384.28
Stella S. Eachols	149.84
Nancy L. Fowler	99.90
Jane L. Short	147.07
$50 aggregate	227.42

Other current expense—1700—Food services clearing accounts

Anawalt Jr. High	26,354.51
Bartley Elem. School	16,279.83
Berwind Jr. High	9,955.18
Big Creek High	13,160.92
Big Sandy Elem	2,539.08
Bradshaw Jr. High	5,512.48
Bradshaw Elem	12,043.24
Canebrake Elementary	3,766.98
Caretta Elem	10,184.72
Coalwood Elem. School	3,540.06
Crumpler Elem	$2,771.24
Davis Elementary	1,078.28
Davy Elem. School	3,885.26
East Welch School	6,350.76
Eckman Elem	12,563.88
Elkhorn Elem	6,878.33
Elkhorn Jr. High	5,906.82
Endwell Elem	3,147.63
Gary Elem	3,117.49
Gary High School	7,076.36
Grapevine School	252.21
Hagerman One-Room School	501.52
Hemphill Elem	13,053.67
High Knob School	128.38
Iaeger High School	2,848.85
Iaeger Elementary	10,723.61
Jewell Elementary	98.00
Jolo Elem. School	2,512.16
Keystone Elementary	5,458.19
Kimball Elementary	9,938.57
Kimball Jr. High	3,218.29
Lester Elementary	728.35
Lex Elementary	657.99
McDowell Co. Tech & Voc.	1,861.72
Maybeury Elem	117.96
Newhall Elementary	4,252.04
Panther Elementary	11,888.40
Premier Elementary	2,745.04
Raysal Elementary	6,438.88
Roderfield Elem	6,691.75
Skygusty Elem	1,684.31
Squire Elem	2,521.21
Superior Elem	7,244.18
Switchback Elem	3,513.23
Three Forks Elem	890.95
Tidewater Elem	4,967.24
Trace Fork One Room School	56.23
War Elem. School	17,925.87
Welch Elem. School	11,228.40
Welch High School	3,389.87
W. Va. Dept. of Welfare	919.41
Workmens Comp. Commiss.	1,387.65
Yukon Elem.	946.43
Soc. Sec. Contri Fund	5,504.93
Pageton Elem	138.64
War Cove Elem	255.45
Total clearing accounts	428,394.82

Student body activities clearing accounts 1811—salaries

Warren H. Craighead	167.00
James E. Ward	114.00
John E. Pack	168.50
William E. Hawks	200.00
William H. Powell	94.67
Albert L. Jarvis	105.00
Ernest Mullins	68.00

Student body activities clearing accounts 1811—salaries—Continued

George Haluski	$125.50
Harold E. Collins	209.00
Hamilton D. Lambert	119.00
Fred E. Baldwin	87.00
Edward L. Cline	102.00
Frank J. Pence	81.50
Kenneth F. Brewster	62.00
Jeff A. Flanary	70.00
Donald L. Widener	52.00
Bobby Muncy	71.00
Patrick W. Tabor	443.63
John Wade	68.06
Clifford Toler	68.06
Darrell Lockhart	68.06
$50 aggregate	444.62

Other current expenses

Social Sec Contri Fund	101.72
$50 aggregate	27.56
Total clearing accounts	431,512,70

Interfund transfers—1900—interfund transfer

McDowell Co. Schools	45,296.69
Total interfund transfers	45,296.69

Outstanding orders

2000—Outstanding orders	385,608.54
Total outstanding orders	385,608.54

Special Programs ESEA, Title I—Current—1302.110 Q-ESEA—Administration

Ethel D. Adams	754.00
John R. Drosick, Jr.	2,458.00
Imogene Coleman	666.00
Linda K. Dalton	788.00
Susan L. Lawson	449.21

1302.212 A-ESEA—Supervisors

Certified Instruction Personnel	11,283.50

1302.214 F-ESEA—Elementary teachers

Certified Instruction Personnel	17,272.83

1302.214 G-ESEA—Secondary teachers

Certified instruction Personnel	5,650.60

1302.216 A—teachers aides

Nancy A. Hughes	$400.00
Sharon L. Muncy	400.00
Elizabeth A. Dash	500.00
Sherry F. Rose	500.00
Wilma B. Thomas	500.00
Linda L. Blankenship	500.00
Dorothy M. Turner	73.75
Linda C. Harman	580.00
Shelby J. Cline	54.00
Sandra S. Baldwin	127.50
Linda K. Camper	200.00
Cecile M. Stewart	220.00
Elizabeth Rotenberry	220.00

1302.410 A 2—health-dentist

Norman G. Ballam	1,600.00

1302.410 A 3—health-nurses

Hazel T. Murensky	1,200.00
Mary K. Woolwine	525.00

1302.410 B—community workers

Mary J. Colosi	732.00
Pearl J. Handy	732.00
Barbara J. Lester	732.00
Phyllis P. Lockwood	700.00
James K. Spence	315.00
Frances F. Taylor	732.00
Lillian E. Turner	732.00
Brenda S. Hanson	1,100.00
Richard M. Hanson	1,200.00

1302.510 B—bus drivers

Albert L. Jarvis	225.00
Robert J. Bolt	372.00
Robert J. Bolt	372.00
Raymond Atwell	150.00

Operation of plant 1302.610 B—custodian-salaries

Robert A. Harris	150.00
Leslie G. Belcher	320.00
Hobeart D. Adkins	320.00
Charles G. Jordan	161.00
Lucian T. Johnson	372.00

1302.610 D—operation of plant

Jackie L. Carter	778.00
Thomas W. Fanning	922.00
Jackie S. Hamilton	844.00
John T. Lowe	866.00
Ray T. Robinson	744.00
Homer L. Snow	844.00
$50 aggregate	27.55

LEGAL NOTICE—Continued

Maintenance of plant

Frank White, Jr	$859.95
Neil A. McCall	983.35
Tommy R. Sparks	806.07
Lewis F. Stiitner, Jr	1,587.11
Charles S. White	203.70
Rufus R. Morgan	58.20
Jimmie R. Barnett	58.20
Floyd L. Blizzard	838.52
Ernest L. Vider	356.68
James E. Jarvis	230.01
Johnson Wilson	105.30
Ronnie Mathis	221.28
Samuel W. Warren	84.51
Edward L. Winebarger	180.54
Clowney H. Overbaugh	190.84

1302.910—Breakfast cooks

Lucille M. Blankenship	312.00
Frances H. Colobro	312.00
Ethel P. Dale	312.00

1302.100—Administration

John R. Drosick, Jr	97.29
McDowell Co. Bd of Ed	160.00
3M Bus Products Sales	312.60
$50 aggregate	7.50

1302.200—Instruction

Allyn and Bacon, Inc	1,010.55
American Book Company	868.19
Dr. R. Wallace Anderson	624.25
Richard Balgavy	375.00
Dr. Robert R. Byrd	217.99
Vernon Callaway	65.71
Samuel Cannady	225.00
Cenco Instruments Corp.	133.54
The Coaching Clinic	252.00
Eugene Cole	50.00
Colonial Films, Inc	90.62
Commercial Print Co	369.95
Helen P. Dawson	51.88
The Economics Press	458.43
Electronic Specialty	119.90
General Telephone Co	80.80
Ginn & Company	158.61
Globe Book Co	276.00
Margaret L. Goosens	122.78
Harper & Row	803.25
Holt, Rine & Winston	1,970.37
Howard's Inc	70.93
Ruth C. Howell	118.62
Inservice Work Shop	19,673.22
Inter Bus Mach Corp	440.00
Jimmie W. Jones	53.12
Kyle & Company	343.50
J. S. Latta, Inc	1,246.06
John T. Lowe	71.51
Robert R. McCoid	6,692.00
McGraw-Hill Book Co	77.07
Maryland Book Exchange	$186.00
Charles Martyn	71.00
Charles E. Merrill Pub	277.95
G. C. Murphy Co	119.38
Natl Cntr Sch & Coll TV	299.50
Nath Instruct TV Cntr	326.40
Open Court Pub Co	137.55
F. A. Owen Pub Co	170.88
Paper Supply Co	1,266.86
David Patten	828.00
Postmaster, Welch	300.00
Random House School & Lib	1,860.80
Ray T. Robinson	175.46
Rythm Bank Inc	263.07
Dr. James Shrewsbury	56.48
Dr. James Shrewsbury, Jr	210.00
Nancy R. Sly	83.76
Catherine Stewart	99.00
Mary Stringham	100.41
Stryker-Post Pub	61.50
Superior Off Supply	223.58
Superior Print Co	205.65
Syracuse University	56.25
The Welch Ins. Agency	66.40
David Welton	134.51
Wyo Co Science Camp	539.00
$50 aggregate	613.25

1320.400—Health

Ambco Electronics	53.80
Mary J. Colosi	115.20
Pearl J. Handy	82.88
Richard M. Hanson	104.00
Adam Lesko, D.D.S	107.00
Barbara J. Lester	131.86
Phyllis P. Lockwood	113.16
Charles F. McCord, M.D	86.00
Medical Arts Supply	119.76
Hazel Murensky, R.N	95.57
Dr. J. H. Murry	1,575.00
Dr. Jeffrey Pike	240.00
Dr. John D. Randolph	180.00
Scholastic Mag & Bk	69.75
Lillian Turner	138.04
$50 aggregate	104.01

1302.500—Transportation

R. F. Steiner and Co	3,480.40
Yeager Ford Sales	4,834.92

1302.700—Maintenance of plant

Bailey Lumber Co	186.40
Banks-Miller Supply	2,883.28
Bluefield Hardware Co	2,604.93
Bluefield Supply Co	1,950.15
Concrete Block & Lumber	526.64
Electronic Specialty	133.26
Tug River Lumber, Inc	74.10
$50 aggregate	78.99

LEGAL NOTICE—Continued

1302.800—Fixed charges

Social Security Contribution Fund	$13,173.29
Teachers Retirement Board	4,580.58
Workmen's Compensation Comm	493.45

1302.900—Food services

Elkhorn Valley Grocery Co	277.23
Foremost Dairies of So	244.43
Goodson's	141.64
Lambert & Beavers	379.48
McDowell Supply Co	511.15
$50 aggregate	111.37

1302.1200—Capital outlay

Auto Parts Sales	216.96
Bailey Lumber Co	577.77
Bluefield Music Co	1,393.25
Bluefield Supply Co	808.67
Bristol Steel and Iron	904.08
Casto & Harris, Inc	821.47
Cenco Instruments Corp	475.00
Commercial Print Co	81.40
Concrete Block & Lumber	224.48
Electronic Specialty	15,710.00
Kyle & Company	1,905.00
J. S. Latta, Inc	11,653.57
Charles E. Merrill Pub	1,287.12
3M Business Products Sales	1,092.86
Pitney-Bowes, Inc	1,230.00
Royal Typewriter Co	686.50
Society for Visual Ed	71.71
Tug River Lumber	115.05
Virginian Brick & Tile	670.10
C. O. Warren	10,654.19
$50 aggregate	24.01
Total ESEA title I—current 1302—1969	265,765.69

ESEA title I—1970 prior 1303.110 Q—Administration

Linda K. Dalton	2,094.12
Ethel D. Adams	3,940.00
John R. Drosick, Jr	12,292.00
Imogene Coleman	3,460.00
Bonnie D. Lavendar	882.14
Mary W. Odum	847.00

1303.211 A—Elementary principals

Certified Instruction Personnel	27,578.14

1303.212 A—Supervisors

Certified Instruction Personnel	64,914.00

1303.213 A—Instruction

Certified Instruction Personnel	$285,523.80

1303.213 B—Instruction

Certified Instruction Personnel	95,073.13

1303.216 A—Teacher aides

Helen A. Curley	1,419.00
Phyllis F. Graham	1,737.50
Sheila D. Muncy	1,125.00
Deborah C. Bateman	1,029.00
Deborah A. Sehen	900.00
Elizabeth W. Hanshaw	490.00
Katherine L. Ferris	240.00
Joyce B. Justice	957.00
Sheilia K. Spratt	561.00
Jacqueling Fairbanks	1,020.00
Katherine A. Grygiel	2,448.00
Shelvie J. Lockhart	2,185.00
Nancy L. Fowler	2,330.00
Mildred M. Parnell	2,375.00
Thelma E. Penland	2,327.50
Jane L. Short	2,517.50
Pauline T. Snead	2,327.50
Margaret C. Ball	2,280.00
Roxie S. Beaman	2,422.50
Barbara J. Justice	2,412.50
Sandra S. Baldwin	2,422.50
Roberta C. Dishman	2,422.50
Patricia S. Earls	2,232.50
Rosetta B. Toney	2,422.50
Ruthie Asbury	2,209.00
Elizabeth A. Dash	2,369.00
Constance O. Jones	2,431.00
Janice King	2,232.50
Ruth E. Wiley	2,517.50
Grace W. Whitt	2,280.00
Dendra C. Cline	2,646.00
Carroll A. Breeding	2,280.00
Mildred F. Fletcher	2,137.50
Norma J. Harrison	2,090.00
Mary K. Pocrnick	2,470.00
Helen D. Wright	2,470.00
Ross A. Beavers	2,232.50
Leona Stone	2,375.00
Brenda F. Barnett	2,327.50
Linda S. Barnett	2,137.50
Freda A. Worthington	2,375.00
Cecelia S. Broady	2,470.00
Marilyn D. Lawson	2,280.00
Sally A. Wilson	2,327.50
Hattie M. Avery	2,422.50
Loretta F. Mitchem	2,137.50
Mary A. Hornick	2,470.00
Glenna L. Carson	2,137.50
Iva G. Graves	2,375.00
Rhonda G. Sutherland	2,327.50
Dorothy M. Turner	2,802.50
Judy C. Hale	2,137.50
Susan C. Childers	2,422.50
Catherine D. Gallimore	2,707.50
Sandra B. Lane	2,186.25

LEGAL NOTICE—Continued

1303.216 A—Teacher aides—continued

Sherry F. Rose	$2, 232. 50
Jean B. Spencer	2, 397. 00
Daisy L. Blackburn	2, 565. 00
Helen S. Green	2, 327. 50
Hazel H. Kish	2, 538. 00
Willie M. R. Smith	1, 830. 25
Mary E. Crouse	2, 551. 50
Wilma J. Hatfield	2, 220. 75
Clydia J. Kennedy	2, 137. 50
Wilma B. Thomas	2, 375. 00
Carolyn M. Bowles	2, 515. 00
Sharon K. Holland	2, 256. 00
Marnella Peters	2, 422. 50
Peggy J. Beavers	2, 315. 25
Edna M. Boyce	2, 126. 25
Joyce A. Jones	2, 137. 50
Nancy L. Mounts	2, 135. 00
Joan N. Pate	2, 079. 00
Donita R. Justice	2, 470. 00
Frances C. Angelo Norris	2, 220. 75
Sharon D. Harmon	2, 327. 50
Joan M. Mann	2, 422. 50
Marcia T. Spinella	2, 660. 00
Anna D. Gray	2, 137. 50
Anna Katona	2, 517. 50
Carole J. Minatee	2, 025. 00
Gloria G. Monarcky	2, 327. 50
Jacqueline D. Roberts	1, 912. 50
Audra Mullins	2, 232. 50
Brenda G. Morgan	1, 947. 00
Ruth M. Cassady	2, 470. 00
Vernie L. Hagerman	2, 339. 75
Mary F. Hatfield	2, 280. 00
Sharon F. Jackson	2, 232. 50
Dixie N. Quesenberry	2, 185. 00
Linda Charles	1, 878. 75
Receda F. Howard	2, 137. 50
Catherine L. Lusk	1, 800. 00
Shelia M. Ward	2, 137. 50
Evelyn Anderson	1, 980. 00
Melda M. Cline	2, 232. 50
Syvilla D. Rush	1, 989. 00
Rosa Lee Belfiore	1, 875. 00
Elizabeth J. Hite	2, 422. 50
Carolyn S. Ciampanella	2, 375. 00
Brenda L. Fanning	2, 327. 50
Margaret Brooks	2, 517. 50
Jean E. Bowing	1, 606. 00
Dorothy B. Liss	2, 660. 00
Judith D. Yates	2, 232. 50
Patsy A. Vance	2, 470. 00
Willie N. Porker	2, 237. 50
Barbara A. Hariston	2, 137. 50
Marjorie T. Boyd	2, 707. 50
Jean J. Gallimore	2, 565. 00
Florence Hagerman	2, 337. 50
Ruth D. Patterson	2, 660. 00
Hazel R. Battlo	2, 375. 00
Juanita P. Cline	2, 280. 00
Joella Mallamaci	$2, 375. 00
Myrtle Roberts	2, 375. 00
Mary A. Walker	2, 280. 00
Rubena B. White	2, 220. 75
Lynda L. Blankenship	2, 362. 50
Jonnie H. Cook	2, 375. 00
Henrietta F. Jessee	2, 375. 00
Martha Kowalski	2, 150. 50
Betty M. Shirley	2, 375. 00
Linda S. Stanley	2, 232. 50
Mildred M. Walker	2, 185. 00
Nancy A. Hughes	2, 126. 25
Sharon L. Muncy	2, 185. 00
Virginia L. Hairston	110. 00
Susan L. Lawson	96. 60
Elizabeth J. Roberts	161. 00
$50 aggregate	44. 00

1303.216 A—Teacher Aides

Grace W. Whitt	81. 00
Linda S. Stanley	81. 00
Glenn L. Carson	72. 00
Jean B. Spencer	72. 00
Catherine L. Lusk	72. 00
Nancy L. Mounts	72. 00

1303.410 A 2—School Dentists

Norman G. Ballam	8, 000. 00

1303.410 A 3—School Nurses

Hazel T. Murensky	6, 000. 00
Mary K. Woolwine	5, 250. 00

1303.410 B—Community workers

Brenda S. Hanson	275. 00
Richard M. Hanson	300. 00
Mary J. Colosi	3, 660. 00
Pearl J. Handy	3, 660. 00
Barbara J. Lester	3, 626. 22
Phyllis P. Lockhart	3, 500. 00
Elena R. Muckenfuss	2, 834. 10
James K. Spence	3, 535. 00
Frances F. Taylor	3, 609. 33
Lillian E. Turner	3, 660. 00

1303.610 B—Custodial services

Edwin C. Morgan	2, 664. 00
Stacy R. Sadler	436. 17
Robert A. Harris	300. 00
William A. Allison	87. 00
Lucian T. Johnson	3, 616. 80
Charles G. Jordan	3, 026. 80
Charles S. Penland	3, 200. 00
William Moore	1, 253. 10
James Wormley	1, 873. 03
Oma Buckner	60. 00
$50 aggregate	46. 40

LEGAL NOTICE—Continued

1303.610 D—Operation of plan ESEA

Jackie S. Hamilton	$1,049.75
Jackie L. Carter	3,872.30
Thomas W. Fanning	4,610.00
John T. Lowe	4,462.00
Ray T. Robinson	3,720.00
Homer L. Snow	4,220.00

1303.710 B—Maintenance of plant ESEA

Hershel O. Morgan	82.27
Neil A. McCall	248.50
Frank White, Jr	193.05
Tommy R. Sparks	168.78
William E. Wilson	145.50
Lewis F. Stiltner, Jr	386.40
Floyd L. Blizzard	333.30
Walter H. Hughes	207.36
John E. Pack	76.80
George Haluski	78.57
Lloyd E. Cartwright	169.33
James E. Jarvis	119.83
Randy McGovern	102.25
$50 aggregate	444.62

1303.910—Breakfast cooks ESEA

Gladys L. Toney	214.60
Ruby Marrs	457.30
Edna C. Parrish	1,392.00
Margarette L. Tilley	1,392.00
Hazel F. Atkinson	754.65
Opal Jones	538.20
Lola Pruett	493.40
Bernice Rife	550.70
Minnie Stanley	550.70
Blanche L. Houdashell	327.40
Nannie East	763.80
Cleo E. Hinkle	763.80
Mary L. Osborne	821.15
Helen Hughes	821.15
Maude M. Dodson	551.00
Lucille Logan	551.00
Lillie M. Patterson	501.90
Prince L. Cheatam	577.30
Cozetta E. Patterson	576.70
Blanche L. Page	594.20
Myrtle M. England	541.70
Vella M. Russ	270.55
Lela B. Dickerson	216.60
Mary E. Smedley	1,407.60
Gwendolyn Thomas	204.55
Gracie M. Darden	76.65
Juanita M. Quesenberry	537.00
Bessie C. Crabtree	516.40
Ruby B. Justice	509.70
Saluda J. Baldwin	260.80
Mabel Bryant	535.30
Beulah M. England	506.80
Helen J. Cline	519.30
Ethel P. Dale	$504.20
Geraldine Eubanks	547.80
Ruby Clingenpeel	1,305.50
Clara Duncan	1,056.00
Georgia E. Hyatt	787.65
Joyce F. Russ	201.65
Mabel Bryant	535.30
$50 aggregate	187.10

1303.100—Administration

John R. Drosick, Jr	682.45
3M Bus Products Sales	463.15
Pitney Bowes Inc	91.92
Postmaster, Welch	150.00
Superior Office Supply	431.55
War Telephone Co	100.02
$50 aggregate	165.22

1303.200—Instruction

ABC School Supply	336.00
Allyn & Bacon Inc	267.90
American Book Company	398.90
American Ed Pub	171.40
Dr. Wallace Anderson	1,184.40
Arts & Crafts, Inc	144.62
Auto Parts Sales	78.31
Banks-Miller Supply	376.36
Barnell Loft, Lts	761.50
Benefic Press	752.79
Bowmar Records, Inc	107.55
Channing L. Bete	155.83
Kathleen Blair	180.53
Bluefield Supply Co	193.02
Elizabeth Brown	105.00
Vernon Callaway	444.49
The C&P Telephone Co	115.52
Grace Colobro	105.00
Commercial Print Co	1,453.30
The Comm Diag Read	2,661.21
The Continental Press	65.07
Creative Playthings	95.50
Maria Cure	105.00
Helen P. Dawson	516.98
Janis J. Drosick	239.80
The Economy Co	105.87
Education Read Serv	60.72
Educators Publish Serv	65.38
Eye Gate House	94.50
Field Education Pub	101.85
Helen Fleshman	105.00
General Teleprone Co	477.91
Ginn & Company	50.53
Kenneth Gleason	50.00
Globe Book Co	1,640.25
Goodson's	136.68
Margaret L. Goosens	532.66

LEGAL NOTICE—Continued

1303.200—Instruction—continued

Harcourt, Brace & World	$273.58
Glenn Hatcher	111.00
Hatfield's Sport Goods	136.65
Joseph Hoffman	60.00
Houghton Mifflin Co	566.20
Ruth C. Howell	412.76
Ingram Book Company	89.28
Inter Business Mach Corp	663.63
Jimmy W. Jones	424.28
Kyle & Company	100.30
J. S. Latta, Inc	5,101.76
James Legato	50.50
Love Publish Co	64.00
Lyons & Carnahan	77.40
Robert McCold, Psycholo	8,317.00
Mason Distributing Co	632.30
Charles E. Merrill Pub	1,184.97
Edward M. Miller Assoc	71.50
3M Business Products Sales	1,933.31
G. C. Murphy Co	51.97
Nasco	152.37
A. J. Nystrom & Co	195.19
Open Court Pub. Co	440.16
Paper Supply Co., Inc	722.77
Postmaster, Welch	335.00
Prentice-hall, Inc	91.35
Random House Sch & Lib	1,321.43
Readers Digest Service	149.27
Ray T. Robinson	297.90
Scho. Mag & Bk Service	68.65
Science Research Assoc	511.23
Scott, Foresman & Co	192.00
Angeline Shelley	105.00
James Shrewsbury, Jr	700.00
The L. W. Singer Co	93.10
Nancy R. Sly	683.59
Soc Studies Sch Serv	115.15
James Spence	155.70
Steck-Vaughn Co	370.92
Superior Office Supply	62.00
Travel, Summer Institute	10,275.00
Tug River Lumber	667.82
University of Ill Press	72.96
Eugene Vandevander	52.20
War Telephone Co	109.74
$50 aggregate	959.42

1303.400—Health

Mary J. Colosi	$446.02
Doctors Memorial Hospital	102.00
Pearl J. Handy	195.40
Adam Lesko, DDS	85.00
Barbara J. Lester	342.55
Phyllis Lockwood	240.60
Charles F. McCord MD	501.80
The Medical Arts Supp	776.35
Dr. Elmo Morgan	85.00
Hazel Murensky, R.N	470.41
Dr. Jeffrey L. Pike	1,032.00
Dr. John D. Randolph	1,390.00
James K. Spence	453.70
Frances F. Taylor	310.91
Lillian Turner	402.30
Mary K. Woolwine	652.86
$50 aggregate	222.08

1303.600—Operation of plant

H. C. Lewis Oil Co	187.13
$50 aggregate	8.55

1303.700—Maintenance of plant

Commercial Print Co	708.36
Dixie Appliance Co	565.46
Electronic Specialty	95.37
J. S. Latta, Inc	114.95
Maico Hear Instruments	72.61
3M Business Products Sales	984.13
W & H Contracting Co	2,960.00
$50 aggregate	152.39

1303.800—Fixed charges

Social Sec Contri Fund	31,011.26
Teachers Retire Bd	15,233.10
Workmen's Comp Commis	932.74

1303.1200—Capital outlay

Bluefield Hdwe Co	6,125.74
Bluefield Supply Co	279.73
Casto & Harris, Inc	1,804.34
Commercial Print Co	337.22
Ency Britannica Ed. Co	1,170.30
Films, Incorporated	627.25
General Services Adm	89.00
Inter Book Corp	108.00
Inter Film Bureau	315.00
J. S. Latta, Inc	399.20
McDowell Co Bd of Ed	110.00
McGraw-Hill Book Co	1,211.18
The Med Arts Supp	691.15
Chas E. Merrill Pub	828.77
Titmus Optical Co	382.05

LEGAL NOTICE—Continued

1303.1200—Capital outlay—continued

Wall St. Camera Exchange	$166.40
Warren Scholat Prod	221.45
$50 aggregate	21.35
Total ESEA title I 1970 prior	1,029,833.05

Special program ESEA title II current 1304.200 ESEA title II—1970

Children's Press	177.60
Harper & Row, Publishers	132.44
McClain Printing Co	394.80
G. P. Putnam & Sons	204.58
$50 aggregate	65.80
Total ESEA title II current 1970	975.22

Special program ESEA 1320.1200—NDEA title III—1970

Casto & Harris, Inc	340.29
Cenco Instruments Corp	323.00
Electronic Specialty	1,394.10
Ward's Nat Sci Estab	120.85
$50 aggregate	36.11
Total ESEA title III—1970	2,214.35

Special program comprehensive education program 1332.216 A—CEP aides

Iris A. Shelton	1,507.00
Rosa Lee Belflore	500.00
Jacqueline D. Roberts	510.00
Frances C. Novince	300.00
Gertrude Johnson	310.00
Linda L. Walker	1,300.00
Elizabeth W. Hanshaw	1,837.50
Virginia Beavers	2,327.50
Reba R. Bolt	2,945.00
Joanne N. Simplicio	2,375.00
Sally S. Kapish	2,565.00
Dorothy Dunnings	2,422.50
Rebecca A. Hubbard	1,980.00
Scarlett J. Kessinger	2,375.00
Georgia M. Anderson	2,517.50
Phyllis W. Jennings	2,220.75
Linda L. Premo	2,740.00
Molly S. Lambert	2,375.00
Elizabeth I. Rotenberry	2,327.50
Cecile M. Stewart	2,232.50

1332.200—CEP—1970

Litton Auto Bus Service	2,256.41
McBee Systems	313.88
$50 aggregate	38.38

1332.800—Fixed charges

Social Sec Contri Fund	$1,849.54
$50 aggregate	21.35

1332.1200—Capital outlay

Royal	**352.50**
Total CEP 1332	42,461.43

Special program followthrough program 1334.110 Q—clerk followthrough

Enlin Butcher	2,750.00

1334.212 A—supervisor followthrough

Certified Instruction Personnel	10,064.00

1334.216 A—followthrough aides

Shelby J. Bohin	2,227.50
Christine H. Phillps	2,250.00
Pearl H. Robinson	2,250.00
Gay Spencer	2,330.00
Geraldine Mack	2,250.00
Edith I. Church	2,250.00
Emma J. Dellorso	2,250.00
Virginia V. Hash	2,450.00
Judith L. Curia	2,250.00
Evelyn S. Lankford	2,364.00

133.910—followthrough cooks

Lela B. Dickerson	163.45
Bessie H. Potter	1,583.43
Ethel M. Burks	1,131.03
Frances H. Colobro	1,622.55
$50 aggregate	8.60

1334.200—followthrough 1970

American Ed Pub	92.60
Eva Brown	105.00
Commercial Printing Co.	146.38
The Economy Co	73.80
W & W Print Enterprise	121.60
Ruth Enders	255.00
Margaret D. Fieming	255.00
Hampton Institute	14,000.00
Mary Hamrick	105.00
Mary J. Hobart	1,229.21
The Judy Company	123.71
J. S. Latta, Inc	783.74
Paper Supply Co	679.34
War Telephone Co	79.21
Ruth Whitt	105.00
$50 aggregate	50.13

LEGAL NOTICE—Continued

1334.800—fixed charges

Social Security Contribution Fund	$1,262.42
Workmen's Compensation Comm	59.35

1334.900—food services

Kimball Elm School	4,207.50
War Elem School	4,512.75
Welch Elem School	2,136.75

1334.110—community services

The Kroger Co	51.86
$50 aggregate	125.18

1334.1200—capital outlay

The Judy Company	82.25
Kyle & Company	142.00
J. S. Latta, Inc	697.20
Total 1334 followthrough program	71,676.54

Special program summer school 1336.212 B—secondary teachers

Certified Instruction Personnel	7,008.76

1336.800—fixed charges

Social Sec Contri Fund	336.42
$50 aggregate	4.94
Total summer school 1336	7,350.12

Driver education program 1340.200—other current expense

American Auto Assn	941.21
Sidney R. Cure	62.86
McGraw-Hill Book Co	84.72
$50 aggregate	104.08
Total driver education program	1,192.87

Special program adult basic education 1348.213 B—secondary teacher

Certified Instruction Personnel	39,497.74

1348.610 B—custodial services

George Millirones, Jr	227.25
Cleveland S. Profit	596.25
Arthur A. Trent	720.00
Glenn R. Reese	1,093.50
Walter Goforth, Jr	$292.50
Robert J. Parson	63.00
Clayton L. Finley	141.75
Eugene E. Spears	360.00
$50 aggregate	174.03

Adult basic education—1970

Cambridge Book Co	438.82
Commercial Printing Co	110.00
The Continental Press	769.76
Paper Supply Co	118.80
Welch Daily News	65.25
Youth Education Systems	502.40

1348.600—operation of plant

McDowell Co Bd of Education	4,800.00

1348.800—FIED charges

Social Security Contribution Fund	2,303.63
Workmen's Comp Commiss	76.46

1348.1100—adult basic ed-community services

Appleton-Cent-Crofts	168.20
Behavorial Res Labs	1,093.89
Calif Test Bureau	59.44
Ency Bril Ed Corp	921.50
Follett Ed Corp	319.51
Grolier Ed Corp	395.60
Harcourt, Brace & World	132.18
Kyle & Company	477.00
J. S. Latta, Inc	373.94
George Vincent McMahon	74.90
The MacMillan Co	171.84
McGraw-Hill Book Co	122.65
May Office Service	762.00
Nasco	53.29
Paper Supply Company	33.50
Science Research Assoc.	801.12
Tarmac Audio Vis Co	2,179.78
John Wiley & Sons, Inc	50.09
The World Book Ency	150.40
$50 aggregate	212.35
Total adult basic education—1970	61,204.32
Total orders issued plus prior year orders outstanding	9,743,763.45
Less orders outstanding, June 30, 1970	377,617.90
Total orders paid by sheriff	9,366,145.55

LEGAL NOTICE—Continued

services—continued

Sheriff's ending balance	$1,549,982.26
Less June 30, 1970 Outstanding orders	—377,617.90
Less June 30, 1970 encumbrances	—903,371.00
Less June 30, 1970 earmarked funds	—38,923.86
Cash balance June 30, 1970	230,069.50

STATE OF WEST VIRGINIA, COUNTY OF MCDOWELL, SEPTEMBER 14, 1970

I hereby certify that the foregoing report is, to the best of my knowledge and belief, true and correct.

P. K. MARTIN, *Secretary.*

The Board of Education of the County of McDowell.

Subscribed and sworn to before me this 14th day of September 1970.

CHARLES G. MILLER,
Notary Public.

My commission expires January 7, 1973.

FROM DAVID A. STERN, KIMBALL, W. VA.

For the past three years, I have worked with low-income (poor) parents in inferior educational situations in southern West Virginia. Of the many things I have learned about these problems I have always been able to trace the cause to "attitude" and with this attitude is always the feeling of abuse, frustration, and powerlessness of citizens when dealing with Local and State Educational Agencies. The attitudes are not isolated in McDowell County alone by any means. I have found it in many counties when Local Agencies refuse to listen to parents and act on their problems or the problems of their children. You who sit in Washington don't know of these problems. You know the facts and figures and the purpose of your programs, but it is those of us who run-the-ridges who know the truth and see in reality the programs which look so good to you on your papers. With this as a brief introduction, I would now like to explain to you what I have found. While this information is restricted to McDowell County, I must say that one could find the same situations in much of West Virginia.

I have arranged my comments into six categories. The first two—School Feeding Programs and Title I of the Elementary and Secondary Education Act of 1965 are direct Federal relief programs to states and under your jurisdiction. The remaining four—Politics in Schools, Coal, the School Board and Others refer to what I have found at the "grass-roots" level. In the past local situations were written off by Washington saying they would not get involved. I hope this Select Committee will choose a different course of action.

SCHOOL FEEDING PROGRAMS

There are still many children going without any type of school feeding program and in many cases we find schools not serving a Type A meal. For example, the menu at Jolo Elementary School calls for a hot dog with chili, apricots and candy for tomorrow's noon meal. Administrators have falsified records (reporting more lunches than served) to make a better showing and collect additional funds. Information on this program is kept out of the hands of parents investigating the situation. Refusing to release information which occurs at the local and state level.

TITLE I ESEA

As in the School Feeding Programs, information in regard to this program is kept secret at the state and local level. But we know that the program is not for poor children. The school system is giving monies to areas with a *high number* of poor children and not in areas of a *high or 100%* of poor children. In February 1970 Commissioner of Education Allen publicly stated that Title I was to be used for the poor children—"icing on the cake." We were sorry he "resigned" a short time later. However, Title I is approximately one-tenth of the total school budget. In 1970–71 $1.3 million of the Title I was a substantial part of the $10 million plus budget. Many of the programs funded under Title I

seem to be ineffective even though they have continued for years. Complete evaluations are not being done. The Parent Advisory Committees are a joke. The 50% which are supposed to be parents are usually teachers and the Committee has little or no say in program function. Community Action Programs have little say in developing the Title I program and many times do not approve (sign off) the program. Of the $1.3 million grant in 1970–71, $1.08 million was spent for the hiring of personnel—in other words to oil the ruling Democratic Party machine. When parents have asked for an investigation into the Title I program, they have been refused with no reason given.

Politics in Schools

It seems to me that fear is the basic ingredient in the school system. That is, fear of teachers by students, fear of parents of the School Board (parents could be fired from jobs for speaking out), and fear of teachers that they might lose their jobs if they don't do what they are told. The school's school time and children are used in political campaigning. Classes are stopped and teachers and administrators tell how to inform their parents to vote. Teachers working on school time in the community have worked against parent organizations trying to improve the system. School administrators have escorted political candidates at election time to campaign. No one kids themselves that School Board elections are nonpartisan. Teachers have told me in confidence that they have been told how to vote and how their families should vote, as well as how to live and where to buy their groceries. As I have mentioned before teachers are part of the political machine as much as they are instructors of young children. Nepotism is a common occurrence. I feel that the involvement of the schools and politics has an ill effect both directly and indirectly on a child's education.

Coal

The Bituminous Coal Association reported that the mines in McDowell County produced over 16,400,000 tons of coal in 1970. I believe that we produced more coal per county unit than any other county in this nation. With this in mind, let me tell you that in 1970 we also had the largest number of operational one-room schools in W. Va. Why? Over 80% of the land in my county is owned by "outside land and coal corporations." They pay little land tax to support the school system. That responsibility is left up to us—the small land owners who are overburdened with excessive tax assessments. I shall also mention that coal companies are well represented on the Board of Education with an obvious purpose.

The School Board

The State laws in West Virginia give the local School Board autonomous power. This is a sad fact considering that they have deprived many children of an equal educational opportunity. They are ignorant of the educational conditions in their own county. I shall use for an example the Vice President of the School Board who said there were no one-room schools in the county—when in fact there were 7. We have situations where there are many, many parents without an elected representative on the School Board. It is not a coincidence that all 7 one-room schools were located in one such unrepresented district. One must attend a School Board meeting to appreciate a miscarriage of democracy. Meetings or parts of meetings are held in secret. Parents are not encouraged to attend and when they do attend they are often refused admittance, restricted in numbers and time, and seldom if ever do the Board members listen to the parents. Many times School Board members do not attend meetings, and when they do they seem to be puppets to their appointed superintendent. And yet, state law allows them $25 a meeting for doing nothing.

Other

I am using this as a catch all to inform you of different facts and observations. School authorities have allowed health and safety conditions to deteriorate—that is, water samples are seldom investigated and many schools have dangerous recreation facilities and some schools did not meet public safety standards. In the 1969–70 school year, the state had a 4.8% dropout rate in the secondary level. I would guess our county had a much higher percentage. This figure is even more important when viewed at the 3.3 million out migration of peoples from the moun-

tains in the last ten years. Parents are not encouraged to visit the schools. There are few PTA's and often parents are barred from entering schools. We have a situation with summer school where in some cases poor parents had to pay a fee while the rich went free and the state law says no fee at all. In 1970–71 we had 46 Title I special education classes. Only four of these were in the poorest district. We now have many cases where a child needing special assistance is unable to get it. HEW offered a $60,000 multipurpose grant to be used in this poorest district and yet they turned it down because they said it would discriminate against the other districts. How much does the School Board really care? I wonder how much industry we would ever attract with our poor educational system? And let me inform you of an area of our county with over 80 families in which a child has *NEVER* graduated from high school. An area whose parents sent their children to the exact school that they attended some 30 years ago. It seems ridiculous that our country should brag about being the first on the moon.

I am not before you to defend and substantiate my statements so I am hoping that you will trust them to be the truth and should he time ever arise I would welcome the opportunity to meet with you all. In conclusion I state that these are my personal thoughts and beliefs from work, observation, and study. I take full credit for this written testimony. It was over a year ago that we first contacted this Select Committee. Your concern is appreciated, but I have little hope that you will act on these conditions and that they will continue to exist. Children in West Virginia will never have an educational opportunity (let alone an equal one) until the politics are broken and withdrawn from the educational system, until the elected officials become responsive to the parents, needs of the children, and the taxpayers, and until fear is removed from the minds of those involved.

I do have faith in peoples such as those before you. Parents brave enough and strong enough to face the political machine, stand up for their rights, and win a battle or two after a long and hard fight. For change comes not from the institutions or politicians in Washington—it comes from within the minds and hearts of the parents and citizens of McDowell County, West Virginia, and of this Republic who won't accept what they're given but will fight for what they believe. I hope that I have made myself clear and I thank you.

FROM THE SANDY RIVER DISTRICT COMMITTEE FOR BETTER EDUCATION

Open Letter

SANDY RIVER DISTRICT COMMITTEE FOR BETTER EDUCATION

We, the citizens and parents of the Sandy River District, McDowell County, West Virginia, are being discriminated against by the Board of Education due to the fact that we live in a low-income area. Our concerns are with the unequal policies and standards set by the Board, thus denying our children their rights under State and Federal laws in regard to public education.

Because of our economic and geographical situations, our children are being denied equal access to the instructional and non-instructional advantages that other children receive in this county. As we are sure that you are unaware of what has, and is happening, we would like to inform you of our situation.

(1) McDowell County has the largest number of one-room schools in the State of West Virginia and Sandy River District has the most (nearly all) of the one-room schools in McDowell County. Contrary to the romantic inclinations of some, one-room (as well as two room) schools are educationally obsolete.

(2) Some of our schools have and use water that has been condemned by the Health Department of this county.

(3) While other playgrounds in this county are equipped with recreational facilities, our play areas are dangerous. They have rough surfaces, holes and ruts, open sewage pipes, broken glass, little or no fencing to keep children from dangerous areas, and are used as weekend trash dumps.

(4) Many of our schools still use outside toilets. In most cases, they are not kept in usable condition by the Board.

(5) Many of our schools have no transportation facilities for the children. Yet, in cases similar to ours in other areas of the county, the Board does supply

buses. The Board informed us that they would not put a bus on a road that was not in good shape; however, the State Road people tell us that all of our roads are in good shape. While they are playing their games, our children are still walking to school—young children walking several miles in all types of weather to attend school.

(6) Our schools have no feeding programs even though all of our children need and would qualify for breakfasts and lunches. We are able to participate in the milk program but the milk is often spoiled because the Board refuses to put refrigerators in our schools.

(7) The Board has refused to put teacher's aides in some of our schools. It is virtually impossible for one teacher to teach grades 1–6 with 30 pupils and no assistance. The Board says that we do not qualify.

(8) Some of our schools are wooden frame structures and old and needless to say, firetraps. The Board does not supply any type of fire extinguisher for the school's use in case of emergency.

(9) The Board of Education does not supply any type of first-aid facilities for the use of the teacher and pupils at these schools.

(10) Living in our district are children who are in need of special help to learn. These mentally retarded children are not allowed to attend school! These children are being denied their rights to attend public school. This action is, of course, against the schools laws of West Virginia.

(11) Some children in our district are being denied their right to attend summer school this summer. We have not been given a reason in some cases and in others, we have learned that the Board is again violating the law by charging tuition which, to poor children, excludes them from the program.

(12) Our last concern is that conditions in these schools have not changed in many many years. The Board has refused to deal with these and has let these children educationally rot.

Above we have mentioned the large and major areas of discrimination; however, each individual school has special problem areas of its own.

We have taken our grievances, along with a petition signed by 350 residents, to the Board of Education and the County Superintendent. For several months, they refused to deal with our problems; however, they recently did decide to take some superficial action on some of the minor points. One of our basic constitutional rights is the right to live with our families where we choose. It seems that in McDowell County we are not able to do this and still be treated equally. We know that it is more than a coincidence that these are problems of our district alone. Because of these problems and because the Board has refused to act on them, we are bringing them to you—our elected representatives. We know that you are concerned with our problems and will help us with them. We placed our confidence in you by selecting you over others who sought the post you now hold. It is your job to help us and represent us. Therefore, knowing that our problems become your problems, we are asking help with "our" problems.

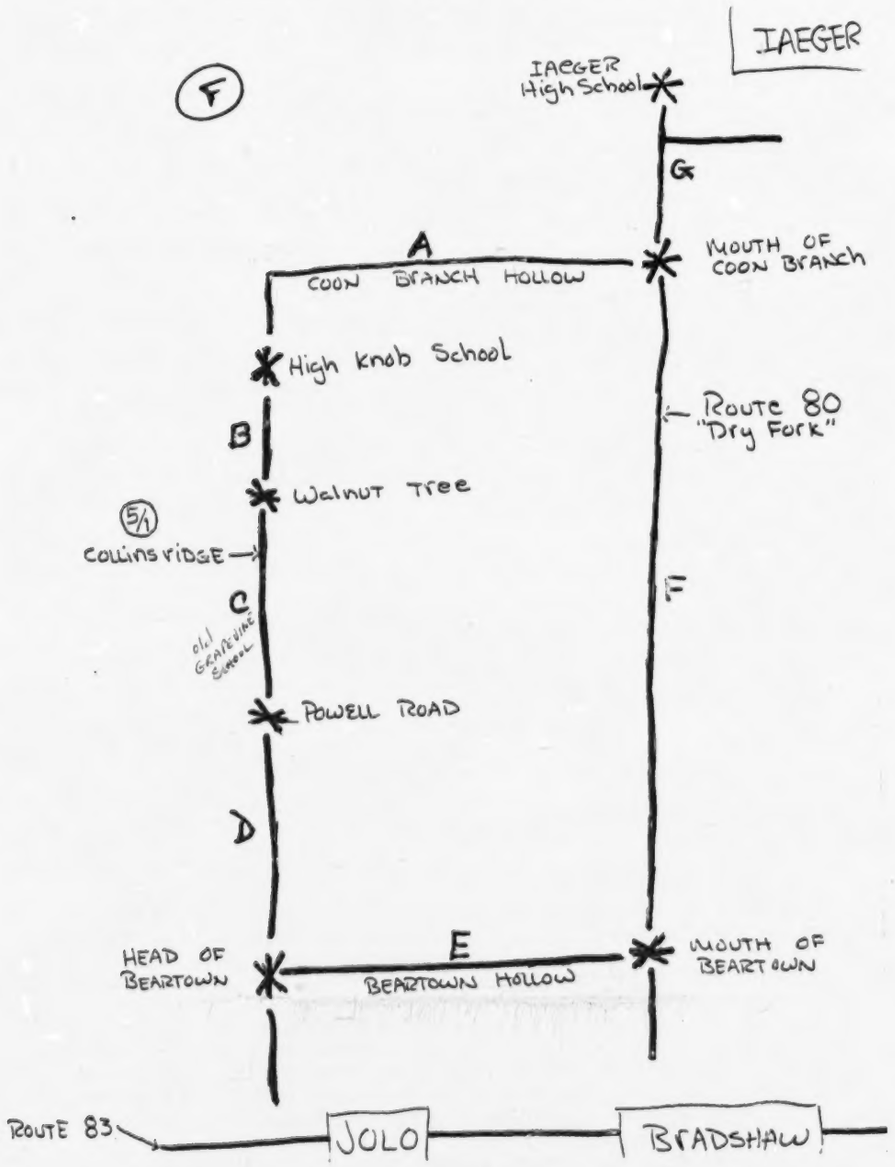
We are asking you to personally investigate the public school system in McDowell County. We know that the Board is violating Federal laws and misusing funds in the ESEA and school feeding programs. On the State level, we also know that they are breaking our laws and misusing funds. In your investigation we are asking the Federal Office of Education and the Department of Agriculture and the State Department of Education to be included. We want answers and action! Our children are being hurt by the Board and we have had enough. They deserve an equal chance—regardless of what the Board feels, thinks, or says. We are tired of these archaic conditions!

Although we hesitate to say this, another election is forthcoming and we shall be looking for action from you immediately in behalf of our children. We shall be waiting to hear from you in the near future. Until you prove yourself contrary, we remain your friends and supporters.

Yours for BETTER EDUCATION,

FRANK D. CHURCH,
Chairman.

ROUTE OF SCHOOL BUS FROM IAEGER HIGH SCHOOL



Item 3 - Articles and Letters; McDowell County School District
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See Index for titles and sources.

Appendix 3

ITEMS PERTINENT TO THE THIRD DAY OF HEARING

Item 1—Material Submitted by the Witnesses

FROM DR. EUGENE G. HOYT

REGIONAL EDUCATIONAL SERVICE AGENCIES:
A PRIORITY FOR APPALACHIAN GROWTH

By Dr. Eugene G. Hoyt*

The establishment of cooperative service agencies by schools and school districts is one of the five priorities for educational advancement adopted by the Appalachian Regional Commission upon the recommendation of its Education Advisory Committee. These agencies can be the device for helping meet the Commission's other priorities: improved early childhood education; an increase in training and numbers of teachers; better occupational information, guidance and training, and improved State and local planning.

Over the past twenty years, as urban areas have grown and rural population has decreased throughout the nation, major changes in school organization have been occurring. In many rural areas, where school districts were small and inadequately financed, consolidation has been taking place so that the services necessary for a modern educational program could be provided.

In Appalachia the rugged topography has precluded consolidating schools in many areas. Appalachian children have had to depend on small, widely scattered schools, most of which have too low a tax base to provide essential educational services. As a result many schools in the region suffer from:

An inadequate curriculum which focuses on traditional courses and college training. Relevant vocational education, foreign language training and other specialized courses are often unavailable.

Inadequate facilities, few and poorly equipped laboratories, libraries, gymnasiums.

Lack of school nurses and dieticians.

It is unjust that a child living in a rural area should receive an education inferior to his urban contemporary. If bringing the children to the services is not generally feasible, the converse is possible. The services can be brought to the children by establishing a center from which services radiate to outlying schools. This method of delivering and pooling resources to obtain auxiliary services is the central concept in the new educational approach which is now being tried in a number of sections of the country. The device is known by several names: Board of Cooperative Education Services (New York), Regional Service Agency (Texas), Intermediate District (Pennsylvania) or educational cooperative (Appalachia Educational Laboratory, Inc., in Charleston, West Virginia). These bodies will be referred to here as regional educational service agencies.

Thirty-two states now have some form of multidistrict organization to solve some or all of the problems resulting from small school size. They range in func-

*Dr. Eugene G. Hoyt, Deputy Director of the Education Staff of the Appalachian Regional Commission, is a former superintendent of schools in Brentwood, New York.

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tion from bodies whose only job is planning to organizations which operate specific programs. They range in structure from well-developed statewide networks of districts established by statute, as in New York, to informal, permissive types of districts funded for specific purposes under Title III of the Elementary and Secondary Education Act (ESEA).

Although a number of single-county districts have been set up, many states, especially those with small counties, are finding that the county political unit is too small a unit. This is particularly true of the Appalachian states, whose counties were delineated to permit easy travel by foot or horse to county court.

In the multidistrict educational service agencies set up to overcome this problem of size, it is typical that the member school districts retain their autonomy. Local school systems have powers that are established by provisions in their state constitutions or by statute. Whether they are common school districts, independent school districts, union school districts, central or consolidated school districts, village or city school districts, or county school districts, they vary little in general structure. All local systems have a board of education or a board of school directors. They may levy taxes with or without a vote; they issue bonds, employ staff, secure state aid and enter into contractual agreements. Usually they are public or municipal corporations, although in some states they lack some of the powers of a regular municipal corporation. In many states the local school district is the most highly autonomous of all public corporations.

These autnomous units can be banded together into very different organizations, depending on what the states conceive as their purpose and function. Five states throughout the nation have initiated special programs to establish cooperative agencies. The way they operate is described below.

New York's Boards of Cooperative Educational Services

The major purpose of New York's BOCES is to provide services to local districts which they would not, by themselves, be able to perform. The services provided can be categorized broadly as: itinerant teacher service, administrative and management services, pupil personnel service and special education and vocational technical education (see "The Boces—Improving Rural Education through Shared Services," *Appalachia*, May 1968, pp. 1–6).

For many years New York has provided a district superintendent for rural schools to give administrative assistance to local districts. In 1948 a statute was passed which made it possible for these units to become BOCES; since then some smaller BOCES units have joined together, creating larger areas and permitting greater numbers of pupils to be served.

The governing body of a BOCES is a five-member board of education elected at an annual meeting by the members of the boards of education of the component districts. The BOCES board of education appoints the district superintendent, who acts as the executive officer of the board. The board also has the authority to hire staff and set salaries, subject to the approval of the state.

A BOCES is financed by charging local districts for services provided on a per-pupil basis. The local districts in turn secure state aid for funds expended for both services and administration.

A BOCES does not have the authority to levey taxes, but it may own property and build vocational schools. Such projects are voted upon at a special election called by the BOCES; the schools are financed and constructed by the State Dormitory Authority, a state entity which issues bonds.

As an agency of the State Department of Education the BOCES has certain statutory authority, through its executive officer, over its component districts. This function is, however, declining in importance as the conponent districts grow larger.

Wisconsin's Cooperative Educational Service Agency

The Cooperative Educational Service Agency (CESA) in Wisconsin is designed to serve ". . . as a convenience for local districts in cooperatively providing special education services to teachers, students, school boards, administrators and others." The statute establishing CESAs enumerates such services as but specifically does not restrict the agencies to "programs of research; special student classes; data collection, processing, and dissemination; in-service programs; and liaison between the state and local school districts."

In 1964, the Wisconsin state legislature abolished the county superintendency and established nineteen CESAs. Each is governed by a board of control of not more than eleven members elected at a delegate assembly convention of member school boards. The basis staff of the CESA consists of a coordinator and his secre arial and clerical staff. The agency receives $29,000 per year for personnel and office expenses. Minimum and maximum limits for the salary of the coordinator are fixed by the enabling statute. All other costs of providing services to the component districts must be met by contracts with the districts involved.

An advisory council is provided for in the legislation. It is made up of the chief administrators of the school districts served by the CESA.

The CESAs have been established so recently that all member school districts do not as yet have contracts for services with them. Since the statute establishing them is open-ended, it is probable that the future will see a great expansion in the type and number of services requested by the local districts.

In one of these CESAs the following services are contracted for by at least some of the component districts: psychological services, remedial reading, speech therapy and itinerant teachers of Spanish, physical fitness, music and art.

Iowa's Regional Service Agency

In 1965 Iowa passed legistlation authorizing multicounty corporations; two or more counties acting as a unit have essentially the same powers as individual counties. The Muscatine-Scott county school system is an example of this system.

The unit has a seven-member board elected at large in the two counties on a nonpartisan basis. The board is fiscally independent, can levy taxes and is eligible for and receives state financial support. It is a true municipal corporation. The board appoints the superintendent and sets his salary as well as that of the staff.

The regional agency operates the schools of the multicounty area and provides other services.

The agency is not a cooperative; it is an enlarged school district that can and does provide such needed services as: special education, curricular and instruction services, an instructional materials center, pupil-testing services, data processing center and research and development services. Others may be added at the discretion of the board of education.

Under a newer statute the regional service agencies are permitted to establish junior colleges and vocational-technical schools.

Northeastern Minnesota's Educational Research and Development Council

This council is an example of a cooperative agreement among school districts. It is not incorporated and has no legal standing as a corporate entity. It may not receive tax funds or federal funds. Support is provided through a per pupil contribution by member districts with a minimum of $100 and a maximum of $2500 for each district.

The council has conducted areawide planning and plans to offer services in the areas of curriculum development, a teaching materials library, psychological help and data processing.

It was organized originally by the chief administrators of the schools of the area. School board members are eligible to serve on the board of directors. Its members are hopeful that this modest beginning will develop into a tight organization, serving the needs of the schools in northeastern Minnesota.

Texas' Regional Education Service Centers

Texas has established 20 regional education service centers, which have these major purposes:

1. To operate regional education media centers. All media services offered by the centers will be determined by a continuing study of media needs and resources.
2. To coordinate and encourage development of projects funded under Title III of the ESEA. Being familiar with regional needs and resources, the education service center staff will be in a unique position to strengthen

the region by assisting local district staffs in planning and developing innovative ideas and programs. Moreover, the state education agency's regulations provide that federally funded projects may include education service centers.

3. To provide a base for regional and statewide educational planning. In carrying out this function, each center must reflect the needs of the region it serves.

FROM DR. VITO PERRONE

VITO PERRONE

WARREN STRANDBERG

University of North Dakota, Grand Forks

The New School

North Dakota, a large state with a relatively small population, faces educational problems that are unique to its predominantly rural setting. Recognizing that comprehensive, long-range planning was necessary if educational improvement was to occur, the Legislative Research Committee of the North Dakota State Legislature recommended a comprehensive examination of the educational problems of North Dakota. The Statewide Study, begun in 1965, was undertaken as a co-operative effort of the North Dakota Department of Public Instruction, the University of North Dakota, the Legislative Research Committee, the State Board of Higher Education, the United States Office of Education, and a number of local school districts (1). The study, which was completed in 1968, dealt with all phases of elementary and secondary education and with teacher education. Many recommendations were made to increase the effectiveness of the State's public school system.

Among the many recommendations in the Plan for Educational Development was a proposal to establish a new kind of preparation program for elementary-school teachers, prospective as well as experienced. In the spring of 1968 the State Board of Higher Education authorized the establishment of the New School of Behavioral Studies in Education as an experimental college component of the University of North Dakota. To help initiate this program, the University of North Dakota received financial assistance from the United States Office of Education. The New School continues to receive its major support from the Trainers of Teacher Trainers program (2) of the Education Professions Development Act and from local school districts.

The community and the university

A major reason for establishing the New School was to initiate constructive change in the schools of North Dakota. Teacher education programs, even those considered most innovative, seldom have significant impact on public education in the regions they serve. That portion of a university committed to the preparation of teachers is often removed from the societal forces that effect change in the public schools. At the same

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time local school districts and the communities they represent do not make any meaningful contribution to the preparation of teachers. Often the contacts between the two agencies are peripheral and limited to placing student teachers, consulting, and conducting in-service workshops.

The university and the local school districts have more to offer each other. Each is faced by the challenge of establishing new kinds of relationships so that each might intervene more productively in the sphere of the other.

The isolation that has traditionally existed between the university and the local communities is being bridged in North Dakota by the establishment of co-operative working relationships between the New School and participating school districts. A major reason for establishing closer ties between the two has been the desire to upgrade the preparation of less-than-degree elementary-school teachers now teaching in North Dakota (3). To achieve the objective of placing a qualified teacher in every elementary-school classroom in the state, a teacher exchange program was developed in co-operation with local school districts and the State Department of Public Instruction. Under this exchange program, a school district that formally agrees to participate with the New School temporarily releases a portion of its less-than-degree teachers so they may complete their college education. Each of these teachers is replaced by a fully qualified and certified teacher who is enrolled in a master's level internship program in the New School. The less-than-degree teacher is enrolled at an appropriate academic level in the Undergraduate Program and continues until his course of study has been completed. These co-operative arrangements are entered into at the initiative of local communities. The final decision is made solely by community representatives. These experienced less-than-degree teachers are selected jointly by the local school district and the New School; their participation is strictly voluntary. As part of the co-operative agreement, the local school district contributes financially to the New School program. These contributions represent a major source of the New School funding.

One result of the co-operative agreements is a close working relationship between the New School and individual school districts. The New School assumes increased responsibility for the quality of instruction in classrooms staffed by New School resident interns. The co-operating school districts in turn become more active participants in teacher preparation. Each organization shares more in the responsibilities that have traditionally belonged to the other. By accepting New School master's level interns into its schools, the local community is expressing its willingness to allow alternative patterns of thought and action to be brought into juxtaposition with its more established ways. Thus the local community gains greater insight into what it is

doing. By entering into a co-operative agreement, the local school district agrees to assist the New School interns in creating more individualized and personalized modes of instruction in its classrooms. In return, the New School pledges its institutional resources in support of the intern's efforts in the classroom.

An alternative learning environment for the elementary classroom

There would be limited value in an alternative teacher preparation program and different university-community relationships if they did not lead to significant changes in teachers' practices. The program has to increase understanding of the processes of learning and their implications for teaching.

It is becoming increasingly evident that children's learning is enhanced if it is centered on a child's own experiences, needs, and interests, and if children participate in the direction of their own learning activities. Most North Dakota schools, indeed most schools throughout the country, do not function on the basis of that understanding. According to a report on a study of the schools of Toronto:

> At the present time, in most schools many rigidly controlled stipulations must be accepted by everyone who enters their portals. Basically, the school's learning experiences are imposed, involuntary and structured. The pupil becomes a captive audience from the day of entry. His hours are regulated; his movements in the building and within the classroom are controlled; his right to speak out freely is curtailed. He is subject to countless restrictions about the days to attend, hours to fill, when to talk, where to sit, length of teaching periods, and countless other rules [4].

School is not always related to the experiences the child has outside school. Seldom does school capitalize on the child's intrinsic interest in learning. Neither does school fully nurture the inquiring, imaginative spirit typically found in children.

The New School supports the belief that each child's educational needs be considered as paramount and that flexibility so permeate the schools that the interests, abilities, and needs of each child be taken into account. The program of the New School aims at fostering this spirit of individualization and personalization among the teachers it prepares, experienced as well as prospective.

Central to the creation of a more individualized and personalized instructional mode in the elementary-school classroom is the provision for a variety of learning environments. Children in classrooms directed by New School resident interns can develop their skills, understandings, and appreciations in a number of interest or learning centers appropriate to the age of the children involved. Many varied tools and other stimuli that children themselves can produce and manipulate are provided in those centers. Children engage in a variety of activities, working both individually and in small groups. Each pupil progresses at a rate appropriate to his capacities, interests, and stage of devel-

opment rather than at a rate prescribed by teacher, curriculum, or graded groupings. In this type of setting direct teaching is limited. The teacher's primary role is one of observing, stimulating, and assisting children in their learning. In this setting, teachers must be prepared to diagnose the most common learning problems that children have and to work with individual children on those problems.

Structural organization

Teaching can be a liberalizing force in one's life, kindling it with a vitality and a sense of purpose. If we are to build into the professional life of teaching an opportunity to be creative, a sense of commitment, and an unwillingness to accept things as they are, then we are going to have to recast teacher preparation. In the process, liberal education will take on a more liberalizing quality. We might do as Paul Nash suggests:

> Rather than follow the traditional pattern, which often consists of tacking "liberal arts" courses upon professional courses in the hope that some alchemy within the individual will transform the ingredients into a liberating education, we should experiment with the use of the individual's professional interest as a focus from which he can move out in a liberating exploration of its wider human implications [5].

The education that prepares a person for such a liberalizing occupation as teaching ought to express within itself a sense of unity. The life of teaching cannot be compartmentalized and neither should the education that prepares a person for that life. While the established structure of liberal and professional education may reflect the realities of our present situation, that structure does not reflect the possibilities of an educational setting that makes preparation for a future occupation an integral part of a person's total life-meaning.

Almost every teacher preparation program, even programs that most actively engage in change, operates within curriculum and administrative structures that separate the liberal arts from professional education. As a result, liberal arts and professional education are almost universally identified as the two major components of every teacher education program. It is within this established framework that the unique character and the function of most programs develop and within which change is instituted.

The New School was created, in part, to test the validity of an alternative to the long standing separation. The New School, from its inception in 1968, has operated as one structural unit. It has drawn together faculty members with diverse academic and professional backgrounds in the humanities, the social sciences, mathematics, the natural sciences, and education. All faculty members share equally in the shaping of the academic program. Because of this unique structural organization, the New School is able to offer its participants all components of a teacher preparation program without the liabilities of traditional academic and professional distinctions.

The structural organization of the

New School makes it difficult for faculty and students to fall back on the traditional dichotomy between liberal and professional education. The new structure gives promise of much closer co-ordination and interrelationship among the various elements of the program. The structure also provides a setting where faculty members, administrators, and students are forced to break away from the familiar standard categories. Because there are fewer familiar contexts, the problems, and at times the confusion, often appear to be greater. However, where participants are willing to open themselves to an "intersection" of their own points of reference with those of others, there are opportunities for more creative beginnings in teacher preparation.

Teaching-learning relationship

The New School is especially concerned about the quality of the relationships between faculty and students in the design and the operation of the educational program. Clearly, our task has been to place the student at the center of the learning experience and to work for a shift of emphasis from teaching to learning. If we are going to encourage future elementary-school teachers to foster independence in learning on the part of their pupils, then as college students the teachers should have ample opportunities to experience the same independence. Because we want our teachers to be self-starters, to be persons who take major responsibility for planning and initiating learning, we are encouraging them to take more initiative for their own learning.

Many recent efforts at building teacher preparation models have focused on the identification of behavioral objectives for prospective teachers and on the application of systems analysis. The emphasis on outcomes, on teacher and pupil behavior, and on the overt operational procedures by which a specific behavior can be elicited is encouraging. These models reinforce the notion that the ultimate test of a teacher preparation program is the behavior that teachers and pupils exhibit in the elementary-school classroom. One problem with this approach to teacher preparation is that it assumes that the complex act of teaching can be broken down into simpler, more easily identifiable, skills and techniques that can be identified by experts for all students. Further, this approach to teacher preparation assumes that the conditions under which these skills and techniques are realized can be readily specified by these same experts. In contrast to more traditional programs, this model provides students with a much more individually tailored program. Programs of this type are usually individualized with respect to point of entry, pacing, and sequencing. Still, the student remains passive. He does not direct his own learning. He plays little or no role in specifying the pupil outcomes desired, the conditions under which these outcomes can be realized, the competencies teachers need to provide the conditions necessary for learning, and the conditions under

which the teacher competencies he has identified are realizable. The role of the faculty member toward the student remains essentially unchanged. The faculty member determines what is to be learned and how that learning is to be acquired.

If we are to restructure relationships between faculty and students within this newer model, we will have to give more attention to potential student input. For example, there may be different ways for a student to demonstrate a given competency. As long as we cannot specify with any degree of confidence the exact conditions that give rise to specific pupil behaviors, prospective teachers ought to be actively engaged in identifying conditions that work best for them. The student ought to have an opportunity to personalize his own abilities as they relate to his own unique style of teaching and to the instructional objectives that he has had a part in formulating.

The New School is co-operating with local school districts throughout North Dakota to introduce more individualized and personalized modes of instruction into elementary schools. To be effective in contributing to a change in elementary-school instruction, the New School believes its college program must become a model of the kind of environment it promotes in elementary schools. Operating on the assumption that teachers teach essentially as they have been taught, faculty members are continually looking for ways to personalize and individualize the college-level program. Students are continually encouraged to assume greater independence and initiative for their own learning. Success at this task, however, does not come easily. Many students prefer a more traditional setting where the requirements for learning are prescribed by the faculty. It is particularly tempting for faculty to respond to this student preference. Moreover, it is difficult for faculty to restrain themselves from prescribing what they feel is necessary for the preparation of each student. The unitary structure of the New School is quite helpful in coping with these problems. Faculty members bring a variety of perspectives as to what is valuable and thus create an environment where the thinking of students becomes vital. During the short time the New School has been in existence, we have learned that to get students to participate in decisions on their own learning the academic program must have openness built into it. We want our teachers to be able to infuse a spirit of inquiry and to develop a capacity for discovery among elementary-school children. To accomplish this purpose, we feel it essential that these qualities be nurtured in the college academic program—even to the point of giving students the opportunity to formulate and operate on their own beliefs about what is essential for teaching. A faculty must be willing to approach students in a more flexible manner. Instructional objectives cannot be so firmly set that the student contributes little or nothing to his conception of a

good teacher or to the determination of the tasks to be undertaken in preparation for that role.

Academic program

The total New School effort—including undergraduate, master's, and doctoral levels—has two basic, but interrelated types of programs. One is concerned with the education of teachers and the other is concerned with the education of teacher educators. The undergraduate program—which begins in the Junior, or third, undergraduate year—is a preparation and retraining program for prospective and experienced elementary-school teachers. Upon successful completion of the undergraduate phase of the program, these students receive a baccalaureate degree and full teacher certification. Many of the graduating Seniors, along with other baccalaureate degree teachers from co-operating districts, proceed to the master's level program, which has as its core a year-long resident internship in one of the co-operating school districts. The master's degree program serves in a dual capacity—to prepare master teachers and to prepare teachers of teachers. In some school districts, the New School master's level teachers are beginning to serve as teachers of other prospective and practicing elementary-school teachers by the example they set in their own classrooms and through their co-operative teaching effort with other prospective and practicing teachers.

The doctoral program is designed to prepare individuals who have academic and professional background in elementary education for positions in the state colleges and in local school districts as teachers of teachers. Some doctoral students are returning to their former colleges to become teachers of teachers and in some cases to assume positions of leadership in that role. Others are going to local educational agencies where they are able to work directly with practicing teachers in improving the quality of instruction in the elementary schools of that district. The maximum number of participants for these three phases is two hundred undergraduate, one hundred master's, and fifteen doctoral students.

During the two-year period that the New School has been in operation, the undergraduate program has undergone several changes. The faculty and the student body have had the opportunity to experiment with many alternative patterns of instruction. Some definite directions in program have emerged. One significant gain made during the previous semesters has been the establishment of functional advisor-advisee relationships. There is a consensus among the faculty that this basic tie between students and faculty should be retained, strengthened, and broadened. To strengthen and broaden this relationship, the student and his advisor have been given the responsibility for planning and evaluating the student's entire academic program. Under this arrangement, several possibilities have opened up to students. Faculty members design activities that they feel will contribute most to the total preparation of teachers. Some

activities are organized jointly with other faculty. Students, planning with their advisor, can choose to become involved in a number of the faculty-organized options. Or the students can choose to initiate activities that are conducted independently of the more formally organized activities. These independent studies are undertaken with the advisor or in association with some faculty member in whose area of specialty the student wishes to study. Again, the determination of what a student is involved in and the way in which he is involved has become the decision of the faculty advisor and the student. It is through this unorthodox advisor-advisee relationship that the faculty of the New School is trying to facilitate greater involvement of the student in defining and evaluating his own learning. As this relationship is developing, both advisor and advisee are struggling in an authentic way with the question of what the student should do to prepare himself for teaching. The faculty member and the advisee must work together to increase their abilities to intelligently define educational goals and evaluate student progress. They must give thoughtful consideration to the students' interests and previous academic and professional background.

It is difficult to define with any specificity the content and the organization of the undergraduate program. Students come with diverse backgrounds; some are experienced teachers with many years of experience but with no baccalaureate degree, while others are prospective teachers with little understanding of the complex process of teaching. Academic backgrounds also vary widely. Even within a single group, student activities will not be uniform, simply because student needs differ. What is sought from any group structure is a higher degree of interaction among a diverse faculty as members interact with students. Also sought from any group structure is closer personal contact between students and faculty to create an academic program that is more responsive to the needs of individual students as they prepare for teaching.

The undergraduate program is interwoven with clinical experiences involving elementary-school children. Every attempt is made to tie what is learned in the college classroom with the practical experience gained in working directly with children. Juniors and Seniors gain their clinical experience in classrooms of fifth-year interns where they are involved almost immediately with children. We stress that the relationship between the undergraduate and the resident intern be one of colleagueship and not the mere traditional supervisor-student teacher relationship. Undergraduates are urged to do joint planning and co-operative teaching with the intern. Although the intern teacher is ultimately responsible for the classroom, both he and the undergraduate are students, and as students each must be willing to open himself to ideas of the other. In this way, each can contribute to the education of the other. Any supervision that is neces-

sary in this situation is given by the clinical professor, advisors, and the co-operating principal.

In the fifth college year, the master's degree student participates in a year-long resident internship. As a full-fledged member of an instructional staff each intern undertakes full responsibility for teaching in a co-operating elementary school. This internship is designed to permit each student the opportunity to investigate the general hypotheses that have grown out of his study, observations, and earlier involvement with children. The internship affords the student the opportunity to refine his skills and practical insights into the nature of learning and to reinforce his commitment to the individualization and the personalization of learning through his own teaching.

Besides serving a resident internship, each master's degree candidate spends two consecutive summers in academic study. The summer session immediately prior to the internship is spent preparing for that experience. Upon completion of the internship the student returns to campus to study in areas where the need is greatest. In addition, all master's level students engage in an individual research activity that culminates in an independent research project. During the internship period the students participate in a continuing seminar on educational problems unique to their own elementary-school classroom.

The success of the total New School program depends, in large measure, on the ability of the master's level interns to introduce new modes of instruction into co-operating school districts. For our program to have any lasting impact, our interns must relate differently to children, and this change in relationship must be productive of the educational objectives identified earlier.

In the doctoral program, each student's schedule of activities is planned around his academic and professional background and his future plans as an educator of teachers. The student works with graduate faculty advisors to plan an individual program of study tailored to his needs, strengths, and previous education. The individual programs that are developed tend to reflect the interdisciplinary quality of elementary education and the contribution of many areas of knowledge and understanding to teaching in the elementary school. All activities are conducted in close relationship with what is occurring in elementary-school classrooms. This linkage between college study and elementary schools pervades all phases of the program, including course study, research, clinical experience. A related prerequisite of every doctoral student's program of study is internal consistency or unity among the major elements mentioned here.

All three parts of the New School program—undergraduate, master's, and doctoral—are interrelated, each contributing to the strength of the other. Most doctoral students, for example, gain their clinical experience by working in the undergraduate program and by joining the master's in-

terns in the field to work directly with children. The research carried on by the doctoral students is closely tied to activities of these other two groups of students. In turn, the undergraduates and the master's level students draw on the doctoral candidates as resource persons. The master's level students contribute to the undergraduate program by opening their classrooms for undergraduate field experiences. Similarly, the undergraduates, by actively participating in intern classrooms, contribute to the intern's efforts to change the nature of elementary-school instruction. As a consequence of these interrelationships, each level of the program makes a significant contribution to the education of teachers and to the education of teacher educators.

Faculty members not only work with undergraduate and graduate students in activities involving their own academic strengths but also join students in the field experience. Contact with children in an elementary-school setting has helped many faculty members, especially those with liberal arts backgrounds, gain a better perspective of their own contributions as well as those of the students.

After two years, faculty and students are still struggling to increase opportunities for interrelations among the different areas of learning, to establish closer ties among diverse faculty, to encourage more substantial contacts among students and faculty, to aid in devising a more effective means of linking academic studies with practical experience gained in working directly with children, and to increase opportunities for individualizing and personalizing the instructional program. Some faculty and students have encountered difficulties and frustrations in operating under this new structure. Yet for most the new structure has opened up new possibilities and broadened individual horizons. Many faculty are exploring more integrated and/or interdisciplinary approaches to learning. Some are also trying to model in their own classes the positive values inherent in the self-contained elementary-school classroom. Faculty members, for example, often join with students in the pursuit of learning in areas beyond their own specialties. In this kind of situation students must be willing to capitalize on the faculty member's efforts to move beyond his own specialty. And students have to be willing to share more of their own learning with their fellow students.

In addition to the programs mentioned here, the New School (in joint sponsorship with Couture School District, located on the Turtle Mountain Indian Reservation) has developed a program that gives Indian men and women increased opportunity to become fully certified teachers. The program provides an opportunity for mature Indian men and women who are employed as teacher aides in Indian communities to pursue a college education and teacher certification, maintain family commitments and community ties on the reservation, and have a significant involvement with children in an elementary-school

setting. Because of their work as teacher aides, many Indian men and women have an interest in teaching but have had limited opportunities to pursue careers as teachers. Many of them are heads of households, and their work as aides is the family livelihood. Moreover, because of family commitments and community ties, they are unable to leave the reservation for any lengthy period. We do not feel that these factors should be a barrier to pursuit of a college level program of study.

Participants are enrolled for twelve semester hours for each semester. During the 1970 summer session, participants were enrolled for eight hours. Summer sessions are held at each reservation.

The academic program includes four separate three-week periods of intensive academic study on the University campus during the academic year, as well as continued academic study in the participants' home community under the guidance of New School faculty. During the time the participants are working as teacher aides in their home community faculty meet with them each week for one-half day.

The link established between the academic program and the clinical experiences has been very productive. The clinical experience is an attractive vehicle for giving relevancy to what is learned. The experience is looked on not as "outside" employment necessary only for the financial support of the student, but as an integral part of the total academic program. In allowing the participants to continue to function as teacher aides, the program makes it possible for them to relate much of their own learning to their work with children. The teacher aides are more likely to grasp the knowledge, understanding, skills, and appreciations gained in mathematics, science, sociology, history, reading, psychology, and other subjects when the program offers opportunity to use them. The participants, working as teacher aides, are able to draw frequently on their newly acquired perspectives in their contacts with children. There are times when college courses generate the need for testing ideas in an elementary-school setting. At these times classroom contact proves especially useful. Throughout the total academic program, an effort has been made to begin where the participants are in their own preparation rather than to proceed from some preconceived point. We believe that any deficiencies that exist can be overcome by having the participants meet all the essential criteria for the baccalaureate degree and certification by the end of the Senior year.

Beginning in the 1970–71 school year there were more than sixty participants from four North Dakota Indian reservation communities. It was not difficult to recruit participants. The many teacher-aide programs growing out of Titles I and III of the Elementary and Secondary Education Act and the Office of Economic Opportunity created a reservoir of Indian men and women who have

had experience in classrooms. Our initial experience proved that these men and women are capable and qualified. They have a genuine interest in working with children, and, because of that interest, are anxious to pursue a career in teaching. All they need is a setting that takes into account their unique circumstances.

Because the majority of applicants are somewhat removed in time from their high-school experience, minimum attention has been given to high-school academic records. The only formal academic requirement set by the University is that the participants have a high-school diploma or its equivalent. (The University has agreed to waive all other established requirements for admission.) The most important factor in the selection of participants has been their genuine interest in working with children and their strong desire to become certified teachers. We feel that these non-intellective factors are the best predictors available for this group of Indian men and women.

A fundamental objective of this program is to increase the number of Indian teachers teaching Indian children. There clearly is a need to support and assist Indian communities in their efforts to assume greater responsibility for the direction of their own affairs. A vital element is education. More of the Indian community must become involved in the education of their children. With more Indian men and women serving as teachers there will be greater opportunities for parental and community involvement.

If Indians are to be successful in their quest for self-determination, there will have to be less dependency on white teachers, many of whom bring a value orientation that is nonsupportive of the Indian children with whom they work. There are indications that Indian teachers, when appropriately prepared, are in a more favorable position to relate to Indian children. Indian teachers will certainly have more immediate and more intimate insights into the cultural factors that enhance or inhibit the learning of Indian children. Indian teachers offer an identification that white teachers can hardly duplicate. In addition, Indian teachers offer models for success, providing encouragement to large numbers of Indian children who drop out of school.

Evaluation

The New School has created an instructional program that will make a significant difference for the experienced teachers as well as the prospective teachers who proceed through it. The evaluation focuses on the impact of the New School teacher preparation program on prospective teachers as well as experienced teachers, and on the quality of instructional programs in elementary-school classrooms conducted by New School teacher interns and others who have completed the New School program. These two foci are interrelated, with the evaluation of teacher prepa-

ration contributing a major share to the measure of the quality of instruction in the classroom.

The basic thrust of the New School program is to prepare teachers—experienced and prospective—who are better equipped, both in psychological disposition and in academic preparation, to individualize and personalize the instructional programs in their classrooms. The anticipated outcome is teachers who can create classrooms that are more conducive to the affective and cognitive growth of children. Specifically, it is anticipated that the classroom environment created by interns and graduates of the New School will improve the quality of interpersonal relationships among students and between students and teachers. It is further anticipated that the levels of critical thinking and creative expression will rise. In measuring the effectiveness of the preparation program, the classrooms of teachers participating in the master's level internship program will be examined. The behavior of children and teachers will become a critical measure of the effectiveness of the preparation program. To identify the observable activities of teachers and pupils that are the core of the teaching-learning process, and to identify the context within which these activities occur, the New School will use an instrument especially designed to yield a record of experiences of individual children in the school setting. These observational data along with other relevant information on intellective and psychosocial characteristics of pupils will help determine whether the context or setting in which teachers' and pupils' behaviors occur is different in New School classrooms as compared with more traditional classrooms. Included for study in the evaluation are level of pupil participation with adults, adult identification, peer interaction, content and structure of interaction, level of activity and involvement, instructional content and materials.

NOTES

1. The published materials of the Statewide Study of Education are reproduced in six volumes, as a *Plan for Educational Development for North Dakota, 1967–1975*. Copies of these documents are available through the Office of the State Superintendent of Public Instruction, State Capitol, Bismarck, North Dakota.
2. Trainers of Teacher Trainers (TTT) is made possible by the Education Professions Development Act. TTT sponsors experimental programs over the broad continuum of teacher education and the education of children, especially from low-income families. They encourage local projects to involve all major participants—the schools, the communities that support them, and the colleges and universities—in planning, implementing, and evaluating teacher training programs. One major focus of the program is to identify leadership personnel among college faculty, school administrators, and community leaders. Another major focus is to gain a total university commitment to and involvement in the preparation of teachers.
3. In 1966 nearly 2,500, or 59 per cent, of the State's elementary-school teachers

lacked a four-year college education. They were all certified for teaching. Most less-than-degree teachers are employed by small school districts. However, up to 20 per cent of the teachers in the State's largest districts still did not have a baccalaureate degree at that time.

4. *Living and Learning*, 1968, p. 54. Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Toronto, Ontario Department of Education, Canada.
5. Paul Nash. *Authority and Freedom in Education*, p. 41. New York, New York: John Wiley and Sons, 1966.

Appendix 4

AUDIT** OF McDOWELL COUNTY TITLE I and USDA FUNDS

REQUEST OF SENATOR RANDOLPH

U.S. SENATE,
COMMITTEE ON PUBLIC WORKS,
Washington, D.C., November 18, 1971.

Hon. ELLIOT L. RICHARDSON,
Secretary of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. SECRETARY: Enclosed is a copy of the transcript of the hearings on "Education in Rural America" conducted by the Senate Select Committee on Equal Educational Opportunity on September 2.

During the hearings questions were raised with regard to the utilization of funds under the Elementary and Secondary Education Act in McDowell County (West Virginia) School System. It was determined at that time—based upon the information received from witnesses and a request by the Superintendent of Schools of McDowell County—that a request be submitted to the Department of Health, Education and Welfare for an audit of the administration of ESEA funds in McDowell County. On behalf of the Committee, I hereby request that you undertake such an audit at the earliest possible time.

Attached is the list of names and addresses of those persons who testified at the hearings.

With sincere thanks for your attention to this request, I am

Truly,

JENNINGS RANDOLPH.

Enclosures.*

U. S. SENATE,
COMMITTEE ON PUBLIC WORKS,
Washington, D.C., November 18, 1971.

Hon. J. PHIL CAMPBELL,
Acting Secretary of Agriculture,
Washington, D.C.

DEAR MR. SECRETARY: Enclosed is a copy of the transcript of the hearings on "Education in Rural America" conducted by the Senate Select Committee on Equal Educational Opportunity on September 2.

During the hearings questions were raised with regard to the utilization of funds under the National School Lunch Act in the McDowell County (West Virginia) School System. It was determined at that time—based upon the information received from witnesses and a request by the Superintendent of Schools of McDowell—that a request be submitted to the Department of Agriculture for an audit of the administration of these funds in McDowell County. On behalf of the Committee, I hereby request that you undertake such an audit at the earliest possible time.

Attached is the list of names and addresses of those persons who testified at the hearings.

With sincere thanks for your attention to this request, I am

Truly,

JENNINGS RANDOLPH.

Enclosures.*

ENCLOSURE A

Dr. John R. Drosick, Superintendent, McDowell County Schools, Welch, West Virginia.
Mr. Betty Justice, Jolo, West Virginia.
Mrs. Birdie Powell, Coon Branch, Iaeger, West Virginia.

*Enclosure B, photostats of the typeset galleys of hearing. See pp. 6378–6397.
**Audit information was not completed at time of printing.